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Report

to

Governor Edward A. Martin

on

REORGANIZATION OF THE STATE GOVERNMENT

Submitted

By

Reorganization and Classification Committee

December 15, 1944

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STATE GOVERNMENT

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STATE GOVERNMENT

C O N T E N T S

Section I - Introduction

Section II - Proposal for Reorganization of the Executive Department of the Commonwealth of Pennsylvania

Section III - Recommendations Applying to Present Agencies under Jurisdiction of the Governor

Section IV - General Recommendations Applying to All Agencies

Section V - Appendix

Reorganization and Classification Committee

Harrisburg

December 15
1944

Letter of Transmittal

In accordance with your instructions, the Reorganization and Classification Committee studied the organization and functions of the State Government along the lines suggested by you, and submits its report.

Chairman

Member

Member

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REORGANIZATION OF THE STATE GOVERNMENT

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SECTION I - INTRODUCTION

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Function of State Government

Acknowledgement

SECTION I - INTRODUCTION

Scope of the Reorganization Study

The reorganization study has been made for the purpose of accomplishing the following major objectives:

To eliminate those functions, activities or positions that are not essential.

To realign the activities with others to which they are related.

To effect economies.

To devise a practical and economical organizational structure.

In order to effect the first three objectives, the Committee studied every activity carried on by each of the agencies and the purpose it serves, in an effort to -

Simplify and streamline the organizational structure of State Government.

Eliminate unnecessary positions.

Eliminate unnecessary bureaus, divisions, sections, units and branch offices.

Eliminate unnecessary activities.

Pool employes, equipment and services.

Effect savings in space, light, power, furniture and rentals.

Effect savings in travelling expenses.

Eliminate unnecessary red-tape.

To devise a practical and economical organizational structure, it was necessary to study the Constitution of Pennsylvania, the Administrative Code, the laws constituting agencies not embraced

in the Administrative Code and the present organizational structure of the Commonwealth. A study was also made of the types of organization of every State of the Union. This research was necessary to determine the fundamental principles and purposes of the State Government, in order to establish a foundation upon which could be built a structure that would be sufficiently flexible to meet changing needs.

Factual Data Secured from Each Agency

After considering various methods that might be followed in making the survey, the Committee decided upon securing two sets of basic facts from each agency under the jurisdiction of the Governor. They were -

Organizational Charts

Functional description of activities and the purpose served by each

Organizational charts were required to show the general organizational structure. While a key chart shows the highlights of the structure, charts showing the various positions under each bureau, division, section, unit, etc. were obtained to determine the lines of supervision, degrees of responsibility, etc. of the employes, and to obtain a detailed picture of the operating plan.

Functional descriptions of activities were secured by having each agency prepare a complete detailed and factual statement of each activity performed. In addition, the "reason why" each

activity is carried on or the "purpose it serves" was required as a means of determining whether or not the activity is essential. As further information, the law, regulation or policy requiring the performance of the activity was obtained for reference and the number of employes engaged noted.

With this information, there is available the basic facts or an inventory of the work performed by each agency of the State Government under the jurisdiction of the Governor, with the purpose served by each. It should be noted that the reports from the agencies are too voluminous to be included in this report, but are available for reference and further study. They constitute a wealth of information never heretofore assembled.

Recommendations Solicited from Each Agency

In addition to the factual data, each agency was requested to submit recommendations for elimination, consolidation, simplification or change of any of the jobs or activities and reduction in personnel, together with suggestions concerning the organizational structure which would improve the operations or reduce the cost of performing them.

Conferences Held with Heads of Agencies

Following the receipt and study of the factual data and the recommendations from the agencies, the Committee held approximately forty conferences. They were attended by the head of each agency, the representative of the agency designated to work with the Committee

and any employe desired either by the agency head or the Committee.

Several conferences were held with representatives of two or more agencies, for the purpose of considering problems that were related or overlapping.

The factual data, recommendations from the agencies and discussions resulted in decisions by the Committee which are embodied in the recommendations as applying to each of the agencies.

Recommendations by the Committee

As a result of the complete study, three general types of recommendations are included in this report. The first deals with the realignment or rearrangement of the functions and the agencies to effect a simplified organizational structure sufficiently flexible to meet changing needs. The second deals generally with the specific recommendations as applying to each present agency. These suggestions could be made effective, regardless of whether or not there is a general rearrangement or realignment of the various agencies. The third includes recommendations which apply generally to all agencies, and include policies and suggestions which, if adopted, will result in better business administration and economies.

A Continuing Study Suggested as a Function of State Government

Due to the immensity of the project and the limited time available, the study has been restricted principally to determining the functions being performed and the purpose they serve, with a

view toward determining their necessity, eliminating the unnecessary and rearranging or realigning them to achieve simplicity of the administrative and operating problems and effect economies. It has not been possible to search into many operating policies or into the systems and methods used to perform much of the work. An inventory of each activity or function performed by each agency has been made. This provides a splendid foundation for continuing studies into the policies, methods and systems and their results, in search of shorter, quicker, better and more economical ways of performing the work. Perfection is never attained, but it should be a goal of good government. Since an ideal groundwork has been laid by this Committee for much additional constructive work, a study of "How and How Well Things are being Done" should be made in order to effect further economies and improvements. It is, therefore, the suggestion of the Committee that this groundwork be utilized for further study, which should be undertaken promptly and carried on as a continuing function of State Government.

Acknowledgement

In submitting this report, the Committee expresses its thanks and appreciation for the cooperation given by the officials and employes of the various agencies. These officials and employes, already burdened with duties far beyond normal due to the war conditions, made many valuable contributions to the study of the Committee. The services rendered by the officials and staff of the Pennsylvania Economy League, Inc. throughout the entire period of the study were especially

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Particular thanks are due the following departmental representatives, who were designated to work with the Committee:

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Member

S E C T I O N II

PROPOSAL FOR REORGANIZATION

OF THE

EXECUTIVE DEPARTMENT

OF THE

COMMONWEALTH OF PENNSYLVANIA

PROPOSAL FOR REORGANIZATION OF THE EXECUTIVE DEPARTMENT OF THE COMMONWEALTH OF PENNSYLVANIA

INTRODUCTION

CONSTITUTIONAL ORGANIZATION OF 1874

In 1873 the people of Pennsylvania adopted a Constitution that provided the general framework of the present State Government of the Commonwealth of Pennsylvania. This Constitution became effective January 1, 1874 and today, as amended from time to time, is the basic law of Pennsylvania.

THREE BRANCHES OF GOVERNMENT

Pennsylvania's Constitution, following the general concept of division of powers, prevalent in Great Britain and the United States in the 18th Century to establish and maintain long-sought and hard-won checks and balances, provides for three branches of government, designated officially as:

The Executive Department

The Legislative Department (The General Assembly)

The Judicial Department (The Judiciary)

As this report is limited to proposals with respect to reorganization of the Executive Department, no consideration will be given to the other two branches.

EXECUTIVE DEPARTMENT

In the creation of an Executive Department, the Constitution provides for and defines the respective functions of the eight following officers, of which the first five are elected by the people and the last three are appointed by the Governor:

1. Governor
2. Lieutenant Governor
3. Auditor General
4. State Treasurer
5. Secretary of Internal Affairs
6. Secretary of the Commonwealth
7. Attorney General
8. Superintendent of Public Instruction

CONSTITUTIONAL OFFICERS ELECTED BY THE PEOPLE

The Governor, Lieutenant Governor, Auditor General, State Treasurer, and Secretary of Internal Affairs are elected by the people.

The Constitution further provides that the Governor and the Lieutenant Governor shall hold office for four years following the third Tuesday of January after their election and that neither officer may succeed himself.

The Auditor General and the State Treasurer are elected for terms of four years and neither officer may succeed himself.

The Secretary of Internal Affairs is also elected for a term of four years, but there is no constitutional limitation to the number of terms he may serve.

Under the statutory laws of the Commonwealth, the Governor, the Lieutenant Governor, and the Secretary of Internal Affairs are elected

in the same year, coincident with Federal Congressional Elections, while the Auditor General and the State Treasurer are elected two years later, coincident with the Federal Presidential Elections. This staggering of the terms of the executive and the auditing officers of the Commonwealth is a part of the check and balance system historically developed in the State governments of the United States.

CONSTITUTIONAL OFFICERS APPOINTED BY THE GOVERNOR

The Governor is authorized by the Constitution to nominate and, by and with the advice and consent of two-thirds of all the members of the Senate, appoint both a Secretary of the Commonwealth and an Attorney General during his pleasure, a Superintendent of Public Instruction for a term of four years, and such other officers of the Commonwealth as the Governor is or may be authorized by law from time to time to appoint.

POWERS OF CONSTITUTIONAL OFFICERS ENUMERATED IN THE CONSTITUTION

Many of the powers of the Governor and the Lieutenant Governor stem from the Constitution, but, since these proposals suggest no change in the constitutional duties of these officers, it seems unnecessary to discuss their constitutional duties here.

The Constitution provides that the Secretary of the Commonwealth shall keep a record of all official acts and proceedings of the Governor and, when required, report the same to the General Assembly. All his other duties are statutory, with the exception of those relating to the Board of Pardons.

While the Constitution prescribes the powers and duties of the Secretary of Internal Affairs, in practice all his powers and duties are defined by the General Assembly, though the Constitution provides that the department of the Secretary of Internal Affairs shall embrace a Bureau of Industrial Statistics and that the Secretary be a member of the Board of Pardons.

The only specific constitutional powers of the Auditor General and the State Treasurer are that all contracts for stationery, printing, paper, and fuel, used in the legislative and other departments of government, and the printing, binding, and distributing of laws, journals, departments' reports, and all other printing and binding, as well as all repairing and furnishing of quarters for the General Assembly and its committees shall be subject to the approval of the Governor, the Auditor General, and the State Treasurer.

The Constitution provides for a Board of Pardons, consisting of the Lieutenant Governor, the Secretary of the Commonwealth, the Attorney General, and the Secretary of Internal Affairs. The only specific constitutional duty of the Attorney General is that he be a member of the Board of Pardons.

The Constitution provides that the Superintendent of Public Instruction shall exercise the duties of the Superintendent of Common (Public) Schools, subject to such changes as shall be made by law, though he is given no specific constitutional duties.

From this brief review of the duties of the constitutional officers of the Commonwealth, it will appear that there is very little, if any, constitutional limitation on the reorganization of the Executive Department, so long as provision is made for these officers and the proper exercise of their express and implied constitutional functions.

THE EXECUTIVE DEPARTMENT - 1874

In 1874 the Executive Department consisted of the eight constitutional officers and the following eight State agencies, as enumerated in Smull's Pennsylvania Legislative Directory of 1874:

Insurance Department

State Library

Adjutant General

Superintendent of Public Printing

Superintendent of Public Grounds and Buildings

Board of Public Charities

Fishery Commissioners

Board of Commissioners of the Second Geological Survey

INCREASE IN AGENCIES OF THE EXECUTIVE DEPARTMENT - 1874-1923

The Constitution, while providing for eight officers to carry on the executive work of the Commonwealth, does not prohibit the General Assembly from providing for other administrative officers and agencies in the Executive Department of the State government. Consequently, from 1874 to 1923 a great many departments, bureaus, divisions, offices, boards, and commissions were created.

Some of these agencies, especially the bureaus and divisions, were included in existing or newly-created departments of the Executive Branch, while the boards and commissions were sometimes attached to departments, but in most cases these were made directly responsible to the Governor.

Prior to the adoption of the "Administrative Code of 1923", the Executive Department of the State government consisted of 139 agencies[a].

(a) Joint State Government Commission Report, dated January 1941, entitled "The Organization and Administration of Pennsylvania State Government".

responsible to the Governor. This Code consolidated all these agencies into 17 administrative (executive) departments and 3 administrative boards and commissions. All bureaus and divisions, with the exception of the (constitutional) Bureau of Industrial Statistics in the Department of Internal Affairs, were abolished. A majority of the boards and commissions were abolished or reconstituted to fit into the administrative departments of the Executive Department.

While the number of agencies of the Executive Department of the State were greatly reduced by the 1923 Code, actually a large number of existing boards and commissions were retained as departmental administrative or advisory bodies. The independence of these bodies from the heads of the departments, to which they were attached, varied according to their specific statutory powers and duties.

GROWTH OF STATE AGENCIES - 1929-1943

In 1929 the Administrative Code of 1923 was reenacted with the addition of one department and several departmental administrative boards, all of which had been in existence prior to 1923, but several of which had not been incorporated in the codification of that year. The following table presents the skeleton organization of the Executive Branch and the Administrative agencies of the Commonwealth in 1929 under the Administrative Code of that year in comparison with the organization as it exists in 1943:

EXECUTIVE DEPARTMENT OF THE COMMONWEALTH

Official or Agency	1929	1943	Increase
A. ELECTIVE OFFICIALS			
1. Elective Officials	5	5	-
B. EXECUTIVE AGENCIES UNDER THE GOVERNOR			
1. Executive Agencies			
a. Executive Departments	15	17	2
b. Administrative Boards and Commissions	3	7	4
c. Executive Board	1	1	-
d. State Police	1	1	-
Totals	20	26	6
2. Departmental Executive Agencies			
a. Institutional Boards	46	53	7
b. Park Boards	4	4	-
c. Public Assistance Boards	-	67	67
d. Examining Boards	14	14	-
e. Other Departmental Boards	15	22	7
f. Departmental Commissions	5	10	5
g. Departmental Councils	2	3	1
h. Other Departmental Bodies	3	5	2
Totals	89	178	89
3. Departmental Advisory Commissions	8	6	- 2*
Total - Under Governor	117	210	93
C. EXECUTIVE AGENCIES UNDER OTHER ELECTED OFFICIALS			
1. Executive Departments	3	3	-
2. Departmental Executive Boards and Commissions	3	3	-
Totals	6	6	-
D. MISCELLANEOUS EXECUTIVE AGENCIES			
1. Temporary Agencies	-	2	2
2. Inter-State Commissions	-	2	2
3. State Authorities	-	2	2
4. Inter-State Authorities	2	2	-
Totals	2	8	6
GRAND TOTALS	130	229	99

NOTE: See Table A for further details
* Decrease

While the reorganization of the Executive Department in 1923 was a major step in the direction toward consolidation of overlapping agencies, there were many important matters of organization and policy, which were not resolved at that time nor in 1929, when the Administrative Code was reenacted. As will be evident from the recommendations of this report, several additional agencies could have been merged or consolidated in the 1923 and 1929 reorganizations to the advantage of the Commonwealth.

Since 1929 two additional administrative departments, namely, the Department of Public Assistance and the Department of Commerce, have been created. If the framers of these acts had carefully searched the framework of the State, they would have found departments, to which the duties of these two agencies might properly have been assigned and so obviated the establishment of these two new departments.

Four new administrative boards and commissions have been created since 1929. These are the Liquor Control Board, the Milk Control Commission, the Parole Board and the Civil Service Commission. At least one of these boards - the Parole Board - could have been placed in one of the existing departments rather than established as a separate agency, directly responsible to the Governor.

Since 1929 eight new institutional boards have been created with supervisory authority over the mental hospitals, taken over by the State from its political subdivisions, which previously had operated them, at Clarks Summit, Retreat, Embreeville, Hollidaysburg, Somerset, Woodville, Mayview, and Philadelphia. The question is raised as to the necessity or advisability of adding to the complications of State government by the establishment of these individual institutional boards, when at

the same time a State psychiatric hospital was established in Pittsburgh and a State correctional institution at White Hill without supervisory boards. Such action evidences a lack of a well-considered or balanced policy in regard to institutional control and management.

The Executive Department of the State was further complicated by the creation of the Department of Public Assistance and its 67 county boards of assistance, located in each of the counties of the Commonwealth.

In addition, 14 departmental administrative boards or commissions were added to the Executive Department of the State Government since 1929. While some of these may have been justified, in most cases the functions of these agencies might have been assigned to existing departments with greater efficiency in administration and economy in operations. In short, between 1929 and 1943 there has been an over-all net increase of 99 agencies, or 76 percent, in the Executive Department of the Commonwealth, without proper consideration of overlapping of functions, unnecessary personnel, efficiency in administration, or economy of operation.

THE OBJECTIVES OF REORGANIZATION

The administrative organization of the Commonwealth at present is sprawling and unwieldy, constituting a total of 229 administrative agencies. In addition to the Governor, Lieutenant Governor, and the Auditor General, the people also must elect the State Treasurer and the Secretary of Internal Affairs. Of the present major thirty administrative agencies of the Executive Department, several have

sufficiently similar functions to warrant their merger or consolidation, while others are not of sufficient importance to merit Cabinet rank, and the largest and most important business function of the State in dollar volume has been created as an appendage to a board, created to control liquor traffic.

Moreover, the reorganizations of 1923 and 1929 compromised on many important issues and retained a great number of semi-autonomous departmental supervisory boards, which are a source of constant irritations and impede departmental integration. Since 1929, many additional boards, commissions and agencies have been established, accentuating these conditions and creating an almost impossible climate for effective executive organization and management.

Thus, in spite of the Governor's strong legal position in administering the State government, the present executive machinery is relatively clumsy, unwieldy, and unresponsive to his control. This executive machinery should be strengthened and responsibility should be more clearly focussed. These results can best be accomplished by reducing the number of major agencies, thereby reducing the number of responsible officials reporting to the Governor, so that it is possible for him to exercise effective executive supervision and establish direct lines of responsibility to him. In order to effect these objectives, certain departmental boards and commissions should be abolished. The remaining departmental boards and commissions should be integrated with existing departments, with all related functions grouped in a single department. The number of departments can thus be reduced, responsibilities placed squarely on single departmental heads, and the fiscal control functions regrouped under a single official.

Several departments are not of sufficient size or importance to justify Cabinet rank and in other cases the functions of different departments are so closely related that their consolidation would not only be an aid to the Governor in supervision of them, but would eliminate jurisdictional conflicts and costly liaison methods of extra-legal integration.

Departmental supervisory boards are seldom more than a brake upon a good administrator. As a general rule, with important exceptions, they should be eliminated or reconstituted as advisory bodies. All boards and commissions, directly responsible to the Governor, which are not quasi-legislative or quasi-judicial in function, should be integrated with the departmental function to which they are related.

Quasi-legislative and quasi-judicial boards should be continued as independent agencies with their independence properly guaranteed..

PERSONNEL OF THE EXECUTIVE DEPARTMENT - 1944

A study of all the various administrative agencies of the Executive Department reveals that more than 63 percent of the 31,315 salaried employes on the State payroll on June 1, 1944 were concentrated in four administrative agencies, each of which, including their related boards and commissions, had over 3,000 employes, namely:

Agency	Salaried Employes
Department of Welfare (a)	7,299
Department of Highways	6,120
Liquor Control Board	3,253
Department of Public Assistance (b)	3,124
Total	19,796

(a) Includes all institutions under institutional boards
(b) Includes the 67 Public Assistance Boards

Moreover, 27 percent of all salaried employes were employed by six administrative agencies, having more than 500 but less than 3000 employes on June 1, 1944, as shown below:

Agency	Salaried Employes
Department of Labor and Industry (c)	1,894
Department of Public Instruction (a)	1,818
Department of Health (a)	1,627
Department of Revenue	1,420
Pennsylvania State Police	1,230
Department of Property and Supplies	614
Total	8,603

In other words, on June 1, 1944, ten administrative agencies of the State accounted for 90 percent of the entire salaried personnel of the State.

The balance, or 10 percent of the entire salaried personnel, as of June 1, 1944, amounting to 2,916, was distributed among the 21 agencies, as classified below:

	Number of Agencies	Salaried Employes	Average
Agencies under the Governor (b)			
Governor's Office	1	52	52
Administrative Departments	9	1,130	125
Administrative Boards	2	213	106
Administrative Commission	4	642	160
Sub-Totals	16	2,037	127
Administrative Departments under Elective Officers	3	818	272
Sub-Totals	19	2,855	150
Temporary Commissions	2	61	30
TOTALS	21	2,916	139

(a) Includes all institutions under institutional boards (b) See Appendix
(c) Includes departmental agencies and unemployment compensation administration (Table A for breakdown

Excluding the Governor's Office, the foregoing table shows that the smaller administrative agencies had an average of 132 salaried employes on June 1, 1944. A table, showing the above agencies, grouped according to size, is presented below:

Employes	Agencies (b)
300 to 399	2
200 to 299	3
100 to 199	4
50 to 99	10
Under 49	2
TOTAL	21

It will readily be seen that there are a great many small agencies, administered by officials with Cabinet rank. While some of these may be justified or necessary for constitutional reasons, a great number of them represent the segregation of subordinate functions as full-fledged, administrative departments or agencies, whereas such agencies should perform a major function of the State Government.

Each of these small agencies has its own organization for budgeting, accounting, procurement, duplicating and other administrative services. If they were integrated with a large department, substantial economies in personnel, materials, equipment and supplies would be effected and efficiency materially increased.

(b) See Appendix, Table A, for a breakdown of these agencies

THE MAJOR FUNCTIONS OF GOVERNMENT

In studying the activities of State Government under the jurisdiction of the Governor, the following major functions are evident:

General executive control, planning and military affairs

State and interstate affairs and business regulation

Law enforcement and legal advice

Education, teacher training and professional licensing

Agriculture

Conservation of natural resources and wild life

Highways and public works

Public health and welfare

Labor relations and industrial safety

Liquor monopoly operation and control

Taxation and licensing

Fiscal control of personnel, finances and procurement

These major functions become the groundwork for the recommended reorganization which follows.

SPECIFIC PROPOSALS

FOR

REORGANIZATION OF THE EXECUTIVE DEPARTMENT OF THE COMMONWEALTH

This section of the report proposes a reorganization of the Executive Department of the Commonwealth and a consolidation or merger of the various agencies under the jurisdiction of the Governor so that the number of these agencies, directly responsible to him, may be reduced from 27 to 17. The total number of agencies, of the Executive Department, responsible to elective officers of the Commonwealth would be reduced accordingly from 31 to 21, as follows:

It is proposed to merge with present agencies the Department of Military Affairs, the Insurance Department, the Department of Banking, the Department of Mines, the Pennsylvania State Police and the Department of Commerce.

It is proposed to consolidate the Department of Health, the Department of Welfare, the Department of Public Assistance and the Parole Board into one newly-created agency; the Department of Property and Supplies and the Department of Highways into a second new agency; and the Department of Forests and Waters, the Pennsylvania Game Commission and the Board of Fish Commissioners into a third new agency.

It is proposed that the Liquor Control Board be reorganized into a department, instead of a board.

It is further proposed that the following new agencies be created:

Department of Finance

Board of Tax Appeals

The effect of this reorganization of the Executive Department is portrayed in a chart in the appendix of this report and is summarized below:

Executive Agencies under Elective Officials

Governor's Office

Lieutenant Governor's Office

Department of the Auditor General

Treasury Department

Department of Internal Affairs

The Executive Board (Cabinet)

Executive Departments under the Governor - with Cabinet rank

Department of State

Department of Justice

Department of Public Instruction

Department of Agriculture

Department of Conservation

Department of Highways and Public Works

Department of Health and Welfare

Department of Labor and Industry

Department of Revenue

Department of Finance

Department of Liquor Control

The first five agencies will be headed by elective constitutional officers. The Departments of State, Justice and Public Instruction will continue to be headed by the three appointive constitutional officers. The remainder of the departments will be headed by executive officers, appointed by the Governor, with the consent of the Senate, and will be designated as "Secretaries" in accordance with the present organization.

The effect of the reorganization upon specific agencies is summarized in the following paragraphs.

EXECUTIVE AGENCIES UNDER ELECTIVE OFFICIALS

The military and veteran affairs functions now carried on by the Department of Military Affairs, as well as the State Planning Board, would be transferred to the Governor's Office. The Personnel and Budget Bureaus, now in the Governor's Office, would be transferred to the Department of Finance.

While the Lieutenant Governor's Office and the Department of Internal Affairs remain unchanged, the powers of the Department of the Auditor General and the Treasury Department would be re-defined to concentrate all auditing functions in the Department of the Auditor

General and the receipt, custody and disbursement of all State funds in the Treasury Department.

EXECUTIVE BOARD

The Executive Board, constituted of the Governor who is chairman, and 6 department heads designated by him, at the present time has many powers and duties related to the over-all executive and administrative work of the State, including among others (1) the approval of standardized qualifications for personnel, the establishment of bureaus and divisions in departments, the payment of extra compensation to employes of the executive departments, the extension of leaves of absence, the establishment of departmental branch offices and the destruction of old records; (2) the determination of hours of work, employes to be bonded, liability insurance to be procured and type of automobiles to be purchased; and (3) the making of rules and regulations regarding travelling expenses.

The membership of this board would be changed to include the heads of the eleven executive departments under the chairmanship of the Governor. The powers and duties of this board would be expanded to include the power to advise the Governor on any matters which he may lay before it and, in effect, this board should become the Governor's official Cabinet.

It is recommended that the practice of establishing the internal organization of departments by Executive Board action, rather than by statute, be continued. It is also proposed that the Executive Board, instead of merely approving the organization of bureaus and divisions within departments under the Governor should have the power to review and approve the entire organization of any such departments. The Secretary to the Governor would be Secretary of the Executive Board.

EXECUTIVE DEPARTMENTS UNDER THE GOVERNOR

A Department of Finance would be created to absorb all the fiscal control functions of the State, except auditing. To this department would be transferred the present Budget and Personnel Bureaus in the Governor's Office, the State Employes' Retirement Board, the purchasing and general service functions of the Department of Property and Supplies, and the administration of civil service.

The Department of Commerce with the exception of the State Planning Board, the Department of Banking, the Insurance Department, the State Athletic Commission and the State Board of Censors would be merged with the Department of State. The Commission on Interstate Cooperation and the Atlantic States Marine Fisheries Commission would also be associated with this department.

The Pennsylvania State Police, together with the law enforcement functions of the Department of Public Instruction, the Liquor Control Board and the Commonwealth in general would be transferred to the Department of Justice.

The Department of Public Instruction would remain practically as presently organized, with the exception that certain unrelated functions would be transferred to other departments.

The Department of Agriculture would be continued without change.

The Pennsylvania Game Commission and the Board of Fish Commissioners would be merged to form a proposed Game and Fish Commission, which would then be consolidated with the Department of Forests and Waters into a new department, to be known as the Department of Conservation.

The Department of Highways, together with the construction and maintenance activities of the Department of Property and Supplies, as well as all other state construction activities would be consolidated into a Department of Highways and Public Works.

The Departments of Health, Welfare and Public Assistance, together with the Parole Board, would be consolidated into a Department of Health and Welfare.

The Department of Mines would be merged with the Department of Labor and Industry.

The Department of Revenue would continue as at present, with the exception that the State Athletic Commission would be transferred to the Department of State.

After transferring the law enforcement functions of the Liquor Control Board to the Department of Justice, the liquor merchandizing functions of this board would be reorganized into a Department of Liquor Control, while its regulatory functions would be transferred to a Liquor Licensing Board to be associated with the Department of Liquor Control.

EXECUTIVE BODIES[a]

As far as practical, all executive powers and duties of the Commonwealth would be assigned to the major executive departments, but it appears necessary in some cases to retain boards and commissions to carry on certain executive functions, which are either supervisory, advisory, or both. In this connection it is proposed that all such executive bodies continue to be associated with some executive department for the purposes of correlation and coordination of effort so that all administrative, financial, clerical and office services necessary for the operation of such a body may be performed by the department with which it is

(a) Departmental boards and commissions but does not include the independent quasi-judicial bodies.

associated. As a general rule, wherever the work of such a body is advisory on a State-wide basis, the head of the department should be ex-officio chairman of such body and, wherever the body's work is supervisory, the department head should be an ex-officio member of such body.

It is proposed that the 53 boards in charge of State Teachers' Colleges, specialized schools, penal and correctional institutions, mental hospitals and institutions, and State-owned medical and surgical hospitals be abolished and that the employes of these institutions be appointed in the same manner as other State employes, except the instructional employes in State Teachers' Colleges.

The State Council of Education would assume the powers and duties of the Boards of Trustees of the State Teachers' Colleges relating to the appointment of instructional employes and the head of the teachers' colleges. In addition, the State Council of Education should act as the advisory body for the teachers' colleges.

The State Welfare Commission would continue as an advisory board for the Department of Health and Welfare and, in addition, act as the advisory body for all State Welfare institutions.

It is also proposed that the four departmental boards in charge of state parks be made advisory, rather than supervisory bodies.

This proposal would result in reducing the departmental executive bodies from 178 to 121, and increase the advisory boards from 6 to 10.

GOVERNOR'S OFFICE

The Governor's Office under this proposed reorganization would be the general executive, coordinating and planning agency of the State, as well as the office of the commander-in-chief of the armed forces of the Commonwealth. The Governor's Office would therefore be organized on the basis of the several aides and agencies designated below:

Secretary to the Governor

State Planning Board

Post War Planning Commission

Adjutant General

Armory Board of the State of Pennsylvania

Board of Trustees of the Pennsylvania Soldiers' and Sailors' Home

State Military Reservation Commission

State Veterans Commission

The functions of the Budget and Personnel Bureaus, now located in the Governor's Office, would be transferred to the Department of Finance.

The Secretary to the Governor would be in charge of the general administration of the Governor's Office, as well as the Chief Aide to the Governor in the general administration of the government of the Commonwealth. He should also be the Secretary of the Executive Board.

The State Planning Board and the Post-War Planning Commission would continue their present functions, but in each case the Secretary of the Commonwealth, the Secretary of Finance and the Secretary of Highways and Public Works should be added as ex officio members. After the Post-War Planning Commission has served its purpose, it is recommended that its continuing duties be transferred to the State Planning Board.

The Adjutant General would continue to be in charge of all military and veterans' affairs. The various departmental boards, now associated with the Department of Military Affairs, would be transferred to the Governor's Office and the Adjutant General should serve in the same capacity with regard to these boards, as at present. These boards are the Armory Board of the State of Pennsylvania, the Board of Trustees of the Pennsylvania Soldiers' and Sailors' Home, the State Military Reservation Commission and the State Veterans Commission.

LIEUTENANT GOVERNOR'S OFFICE

No change is proposed.

DEPARTMENT OF THE AUDITOR GENERAL

The Department of the Auditor General would continue the pre-audit of all disbursements and the post-audit of all fiscal transactions of all departments, boards and commissions and agents of the Commonwealth, as well as all agencies which receive State aid. All taxation functions of this department would be transferred to the Department of Revenue or to the Board of Tax Appeals, as specified later.

In order that the Department of the Auditor General may in no case be required to audit the acts of the Auditor General, he should be eliminated as a member of any administrative agency and should not be involved in any administrative matters of the Commonwealth except those necessary to the operation of his department.

The Department of the Auditor General would also be required to report monthly to the Governor and the Secretary of Finance the status of each individual appropriation item, showing the balance at the beginning of the month, the total of the transactions for the month, and unexpended balances at the end of the month. These reports would be placed on file in these two offices and become public records, open for public inspection.

TREASURY DEPARTMENT

The Treasury Department would continue to receive, deposit and disburse monies and have the custody of all securities. Instead of participating in the pre-audit of disbursements, this department should disburse money on warrant of the Department of the Auditor General without audit. All the auditing functions of the Treasury Department would be abolished. The auditing function of the Commonwealth would be vested exclusively in the Department of the Auditor General.

The Board of Finance and Revenue, now associated with the Treasury Department, would be abolished and its powers relating to taxation transferred to the new Board of Tax Appeals; the functions relating to the deposit and custody of public funds, the sinking fund, the public debt and the publication of monthly money statements of the present Board of Finance and Revenue would be transferred to a State Finance Commission, which should consist of the State Treasurer, as Chairman, the Attorney General, the Secretary of the Commonwealth and the Secretary of Finance.

It is also proposed that a constitutional amendment be enacted to change the State Treasurer from an elective official to an officer appointed by the Governor with the consent of the Senate. If and when such an amendment becomes effective, then the Department of Revenue would be merged with the Treasury Department. A State

Treasurer, appointed by the Governor, would be the chief executive officer of such department.

DEPARTMENT OF INTERNAL AFFAIRS

It is proposed that the Constitution be amended to eliminate the office of the Secretary of Internal Affairs. If and when such an amendment is passed, the functions of the Department of Internal Affairs could be transferred to the Department of State. Until this office is eliminated, it should be continued as at present.

DEPARTMENT OF STATE

The powers and duties of the expanded Department of State would include, among others, the regulation of banking, insurance, securities, athletic contests, motion pictures, licensing of realtors and other businesses and trades, the promotion and publicizing of business in the Commonwealth, coordination of State and interstate affairs, the incorporation and registration of corporations, the recording of legislative and executive acts and the supervision of elections, as well as related matters.

The Department of State would continue all its present functions, with the exception of the State Employes' Retirement

Board, and would absorb the present Department of Banking, the present Insurance Department and the present Department of Commerce with the exception of the Planning Board. The State Athletic Commission, now in the Department of Revenue, and the State Board of Censors, now in the Department of Public Instruction, would be transferred to this department. The Secretary of the Commonwealth would be an ex-officio member of all the boards and commissions transferred to this department. In addition, it is proposed that all publicity work of the Commonwealth as far as practical be centered in this department.

In order to have a proper coordination of interstate affairs, it is proposed that the Commission on Interstate Cooperation and the Atlantic States Marine Fisheries Commission be associated with this department and the Secretary of the Commonwealth made an ex-officio member of these agencies.

DEPARTMENT OF JUSTICE

This department would continue to be headed by the Attorney General and continue to exercise all the powers of the present Department of Justice. Inasmuch as law enforcement in general should be centered in one department, it is proposed that the Pennsylvania State Police be transferred to this department.

The enforcement of liquor laws should also be transferred from the Liquor Control Board and the enforcement of the professional licensing laws transferred from the Department of Public Instruction to the Department of Justice. In fact, wherever practical, law enforcement now carried on by any other State agency should be transferred to this department.

DEPARTMENT OF PUBLIC INSTRUCTION

The Department of Public Instruction should continue with its present functions, except that the Pennsylvania State Board of Censors should be transferred to the Department of State; the operation and maintenance of historical sites, now carried on by the Pennsylvania Historical Commission, should be transferred to the Department of Conservation; the enforcement of the laws relating to the various examining boards should be transferred to the Department of Justice, and the licensing of businesses and trades should be transferred to the Department of State.

The boards of trustees of the 14 State Teachers' Colleges and the 3 specialized schools should be abolished. These institutions should become integrated parts of the Department of Public Instruction. All of the employes of these institutions, with the exception of the instructional employes, should be appointed

in the same manner as other employes of the State Government. The appointment of instructional employes should be vested with the State Council of Education.

DEPARTMENT OF AGRICULTURE

The functions of this department were studied carefully to determine whether this agency could be merged or consolidated with some other agency performing like duties. Special consideration was given to the fact that the department's major function at the present time is to conserve the health of human beings by proper control of animals and plant foods. On the face of things, it would appear that the Departments of Health and Agriculture should be merged. However, while these two departments have related duties, it would appear illogical to merge them. It is proposed, therefore, that the Department of Agriculture continue as at present.

DEPARTMENT OF CONSERVATION

For many years numerous recommendations have been made that the various conservation activities of the State be merged into one department. It is proposed here that a Department of Conservation be created by consolidation of the Department of Forests and Waters, the Pennsylvania Game Commission and the Board of Fish Commissioners.

To overcome the practical difficulties of consolidating these agencies, it is proposed that the Game and Fish Commissions be merged, and that a new Game and Fish Commission retain all of the powers of these two commissions. The Secretary of Conservation should become an ex-officio member of the Game and Fish Commission. The Game Fund and the Fish Fund would continue as separate funds from which monies would be appropriated for the same purposes as at present. The Secretary of Conservation and the Game and Fish Commission should work out a practical basis of cooperation and coordination, so that the maximum benefits would be secured from any monies expended by these agencies.

It is further proposed that the maintenance and operation of all historical sites, now the function of the Historical Commission in the Department of Public Instruction, be transferred to the new Department of Conservation.

DEPARTMENT OF HIGHWAYS AND PUBLIC W ORKS

There should be created a new department, to be known as the Department of Highways and Public Works, which should have as its powers and duties the construction and maintenance of all public works in the State, the operation and janitorial services of all Capitol buildings in Harrisburg, and the servicing of all the State automotive equipment, as well as related powers.

In order to accomplish this it is, therefore, recommended that the functions of the present Department of Highways and the construction and maintenance functions of the Department of Property and Supplies be transferred to the new Department of Highways and Public Works.

DEPARTMENT OF HEALTH AND WELFARE

The functions of health and welfare are so inextricably bound together that it is practically impossible to determine where one begins and the other ends. It is, therefore, quite difficult, if not impossible, to set up two organizations which would not have overlapping jurisdiction. In spite of this, in Pennsylvania the health and welfare functions are carried on by at least one-hundred-eight (108) State agencies in three State departments and sixty-seven (67) local agencies.

One of the State agencies, the Department of Health, includes among its functions the operation of tuberculosis sanatoria for the needy, many types of clinics, a public health nursing service, child health centers, a crippled children's hospital and orthopedic clinics.

Another agency, the Department of Welfare, operates mental health hospitals, as well as medical and surgical hospitals and distributes subsidies to the non-sectarian general hospitals of the State. In addition, it has recently inaugurated an

expansion of its rural child welfare unit, which is a part of the division of family and child welfare. In addition to the health clinics, already provided by the Department of Health, it is also planned by the Department of Welfare to set up mental health centers throughout the State.

A third group of State agencies, the Department of Public Assistance and sixty-seven (67) County boards of assistance, carries on an unquestionably social welfare function, which in many cases overlaps the functions of the Departments of Health and Welfare, especially in regard to medical care and assistance to mothers and their dependent children. However, even the public assistance function is split between the State Department of Public Assistance and the sixty-eight (68) institution districts; the department being charged with non-institutional public assistance, while these 68 districts are charged with maintaining institutions for the physically handicapped.

There is a constant conflict of interest between the institutional districts and the mental hospitals in regard to the admission of aged people to these two types of institutions. It seems impossible to make a clear legal distinction between those of the aged, who should be committed to mental hospitals, and those who should be admitted to the homes operated by the institutional districts. The only practical solution to this

problem is that one agency should have the power to receive these aged people and transfer them to appropriate institutions, according to the need of the patient.

In the case of the tubercular patient, there is a conflict of interest between the Department of Health and the Department of Welfare in that the tubercular sanatoria, operated by the Department of Health, are entirely for non-mental cases, with the result that it is necessary in each of the larger mental institutions to segregate the tubercular cases and maintain an expensive unit in each of these mental hospitals. The above arguments are merely illustrative of present conditions. They can be expanded more or less indefinitely.

The three State agencies, namely the Department of Health, the Department of Welfare and the Department of Public Assistance have establishments in almost every county of the Commonwealth. With the many health and welfare agencies, it seems impractical, if not impossible, to secure the necessary cooperation and coordination of effort among them to carry on this health and welfare program without considerable overlapping, duplication and unjustified additional expense. In other words, it would require almost constant consultation between the heads of the various agencies to coordinate the efforts along this line.

This coordination can only be accomplished by the creation of the new department. It is, therefore, recommended that the Departments of Health, Welfare and Public Assistance be consolidated into one department, to be known as the Department of Health and Welfare.

In addition, the State should take over all the powers and duties of the county institution districts and place such powers and duties in the Department of Health and Welfare. In order to secure the advantages from local participation in a State-wide health and welfare program of this kind, it is proposed that the counties assume a reasonable share of the financial responsibility of administering this function.

The departmental administrative boards, which now have the duty of administering the various institutions in the Department of Welfare, should be abolished and the State Welfare Commission's powers should be expanded so that it can advise on all matters relating to institutional management. The administration of these institutions should be made a function of the Department of Health and Welfare and all institutional employes should be appointed in the same manner as other State employes.

It should be kept in mind that the head of each department, with the approval of the Executive Board, has the power to establish bureaus and divisions within his own department. To

visualize a Department of Health and Welfare, composed of the consolidation of functions, as recommended, a preliminary proposed internal organization is suggested here, namely that there be at least four (4) large bureaus which would have the titles and the implied powers as follows: Bureau of Health, Bureau of Social Welfare, Bureau of Public Assistance and Bureau of Institutional Management - each with its individual director but all activities coordinated by a Secretary of Health and Welfare.

DEPARTMENT OF LABOR AND INDUSTRY

It is proposed that the Department of Labor and Industry continue as at present and that the Department of Mines be merged with this department.

DEPARTMENT OF LIQUOR CONTROL

It is proposed that the Pennsylvania Liquor Control Board be reorganized into a department, headed by an administrative official, to be known as the Secretary of Liquor Control.

Associated with this department would be a Liquor Licensing Board, consisting of three (3) members. This board should have the power to grant, transfer, suspend and revoke licenses and permits pertaining to liquor. The board should also act in an advisory capacity to the Secretary of Liquor Control in regard to the operation of the State Liquor Stores System. The

administrative services for the Liquor Licensing Board should be provided by the Department of Liquor Control.

DEPARTMENT OF REVENUE

It is proposed that this department continue as at present, with the exception that the State Athletic Commission should be transferred to the Department of State and that certain of the resettlement powers be transferred to the Board of Tax Appeals. As far as practical, all taxation and revenue functions of the Commonwealth should be centered in the Department of Revenue.

In order to reduce the cost of licensing, wherever practical, all State agencies which now issue licenses should in the future issue only the original license. The function of issuing all renewals, where practicable, should be transferred to the Department of Revenue. All licenses for which the fee is small, such as the operator's license and the renewals of professional licenses, should be issued on a biennial, rather than an annual basis.

The Department of Revenue would also be required to report monthly to the Governor and the Secretary of Finance the revenue collections by each source compared with the monthly estimate and the biennial estimate. These reports would be placed on file in these two offices and become public records, open for public inspection.

DEPARTMENT OF FINANCE

A new department, to be known as the Department of Finance, should be created and have assigned to it all powers and duties relating to fiscal control of the Commonwealth, except auditing. The head of this proposed department should be a Secretary of Finance, appointed by the Governor and confirmed by the Senate. The law should be so written that this officer could not be removed from office by the Governor, except with the consent of the Senate. Specifically, all functions relating to budgeting, personnel and procurement should be made a part of this department. This would require the transfer of the Budget and Personnel Bureaus from the Governor's Office, the administration of the Civil Service System from the Civil Service Commission, the procurement functions from the Department of Property and Supplies and the State Employes' Retirement Board from the Department of State.

The following offices and agencies should be organized to carry on the work of this department:

Director of the Budget

Director of Personnel

Director of Civil Service

Director of Procurement

Standards Committee

State Employes' Retirement Board

The Secretary of Finance, subject to the approval of the Governor, should make monthly allocations of appropriations for each quarter of the fiscal year only after a budget hearing has been held with each of the spending agencies.

All work relating to the budget should be assigned by law to the Director of the Budget. In order that the Director of the Budget be completely informed at all times of the operations of the budgets of each of the agencies of the Commonwealth, he should have under his direction sufficient budget examiners to review the budget of each state agency and investigate the quarterly requests for allocations, reallocations and transfers among appropriations, as well as the necessity for all personnel and all purchases which the respective directors or the Secretary of Finance may wish to examine.

The various agencies should be required to file monthly reports with the Secretary of Finance in regard to individual allocations. The Secretary of Finance should be required to file a composite report each month to the Governor on the status of all the monthly allocations for all agencies, the status of all revenue estimates and the budget position in general. These reports would be placed on file in these two offices and become public records, open for public inspection.

The Secretary of Finance should be required to maintain as part of his executive office sufficient employes to examine the methods, systems, procedures and policies of the various agencies, for the purpose of eliminating overlapping and duplication of functions and employes and all other things necessary to place the operation of the State Government on an effective and economical basis. Such employes should utilize the powers of cooperation and coordination as prescribed in Sections 501 and 502 of the Administrative Code, in accomplishing this objective.

The Secretary of Finance should also use these employes as a basis of coordination of the work of the Department of Finance, so that all the information which naturally comes to such a department shall be used in the most effective manner.

The Director of Personnel should be in charge of all State personnel not on a civil service basis, except instructional employes of the Department of Public Instruction and should investigate requests for the creation of any new positions, whether civil service or non-civil service, and make his recommendations to the Secretary of Finance. No positions should be created or additional persons hired unless approved by the Secretary of Finance. The Director of Personnel should be assigned the duty

of maintaining a compensation and classification system of personnel service and carry on a constant audit of the positions in each of the State agencies, to assure that the positions are properly classified and the employes paid in accordance with the system.

The Director of Personnel should be the administrative officer for the State Employes' Retirement Board and should be in charge of all personnel records, whether they are maintained for civil service or non-civil service employes and those required for the retirement of employes.

The Director of Civil Service should be the administrator of the civil service system, giving the necessary examinations and certifying employes to the appointing agencies, as required by law, under rules and regulations promulgated by the Civil Service Commission.

The Director of Procurement should be charged with all procurement functions for all agencies of the Commonwealth under present laws. Where it is desirable to do so, the Director of Procurement, with the approval of the Secretary of Finance and the Governor, may authorize establishments, such as institutions and division offices, to purchase locally only where it would benefit the Commonwealth.

The Director of Procurement should pass upon the necessity of all purchases. Where an agency presents a requisition for any items which he believes would not be for the benefit of the Commonwealth, such requisitions should be referred to the Secretary of Finance. If he deems it unwise to make such a purchase, then the Director of Procurement would notify the head of the agency. If the head of the agency believes that the decision of the Secretary of Finance is not in the interest of the Commonwealth, he may submit such additional information to the Secretary as he deems necessary. However, the Secretary of Finance's decision should be final.

INDEPENDENT QUASI-JUDICIAL AGENCIES

PUBLIC UTILITY COMMISSION

No change is proposed.

CIVIL SERVICE COMMISSION

It is proposed that the Civil Service Commission consist of three (3) members to be appointed by the Governor with the consent of the Senate, with overlapping terms. The members of this commission could not be removable from office by the Governor, except with the consent of the Senate. All the quasi-judicial powers of the Civil Service System should remain with the Civil Service Commission. The actual administration of the civil service system should be vested with the Director of Civil Service

in the Department of Finance, under rules and regulations promulgated by the Civil Service Commission.

MILK CONTROL COMMISSION

No change is recommended.

BOARD OF TAX APPEALS

A quasi-judicial body to handle all matters in regard to appeal from tax settlements made by the Department of Revenue should be created and be known as the Board of Tax Appeals. This board should consist of five (5) members with overlapping terms, who would be appointed by the Governor with the consent of the Senate. The members of this board should not be removable from office by the Governor, except with the consent of the Senate. To this board would be assigned all the present powers of the Board of Finance and Revenue and all resettlement powers of the Department of Revenue and the Department of the Auditor General.

As stated previously, the non-taxing powers of the Board of Finance and Revenue would be transferred to a State Finance Commission, composed of ex-officio members.

OBJECTIVES AND EFFECT OF THE PROPOSED REORGANIZATION OF THE STATE GOVERNMENT

The proposed reorganization is based on the following fundamental principles. The first is that executive agencies reporting directly to the Governor should be a reasonable minimum, both for the sake of economy and efficient management. A second is that generally for efficiency in administration a single executive is preferable to a board or commission. A third is that similar functions should be grouped in a single department. Finally, the important functions of budgetary control, personnel control and procurement control should be integrated for effective management.

The proposed reduction in number of major executive agencies under the supervision of the Governor from 27 to 17[a] will result in economy and efficiency and in a more easily manageable and more responsive executive establishment.

The present number of departmental executive agencies under the Governor would be reduced from 178 to 121[b] by these proposals. In the Departments of Health, Welfare and Public Assistance 36 boards would be abolished, while in the Department of Public Instruction, 17 would be eliminated. Instead of confusion of authority and diffusion of responsibility caused by such boards in the fields of health, welfare and education, these functions would become direct responsibilities of the proper departments with provision for State-wide advisory bodies.

(a) See Table D

(b) 53 institutional boards to be abolished and 4 park boards to be changed from supervisory to advisory

The grouping of the fiscal control functions will insure that the operating departments would work strictly according to one over-all administrative policy promulgated by the Governor. This proposed reorganization recognizes the importance of effective tools of management. Under the heavy post-war tax burden, the economical management of spending services, as well as the procurement of personnel and material will be of vital importance if the tax burden is to be held within sensible limits.

S E C T I O N III

RECOMMENDATIONS APPLYING

TO

PRESENT AGENCIES

UNDER JURISDICTION

OF THE

GOVERNOR

SECTION III

RECOMMENDATIONS APPLYING TO PRESENT AGENCIES UNDER JURISDICTION OF THE GOVERNOR

The Governor's Office

The Committee recommends:

1. - That the work of the Commission Bureau of the Department of State be more closely coordinated with the commission work in the Governor's Office, to obviate the necessity for keeping some duplicate records.

2. - That a system be devised whereby change in status of employes can be recorded simultaneously on the three personnel file records of the Personnel Bureau.

3. - That the functions of the Budget Office and the Personnel Bureau be transferred from the Governor's Office to the proposed Department of Finance.

4. - That the State Planning Board be transferred from the Department of Commerce to the Governor's Office.

5. - That the Department of Military Affairs, together with the Armory Board of the State of Pennsylvania, Board of Trustees of the Pennsylvania Soldiers' and Sailors' Home, the State Military Reservation Commission, and the State Veterans Commission be transferred to the Governor's Office.

Department of Agriculture

The Committee recommends:

1. - That office space be provided to permit a centralization of the filing systems now badly scattered, and to place related functions adjacent to each other.

2. - That prompt consideration be given to the pooling of stenographic and typing services for the Department.

3. - That -

(a) - In all cases where practicable, only the original licenses be issued by the Department of Agriculture.

(b) - Renewals of such licenses be made by the Department of Revenue.

(c) - Where the fee is small, renewals be made on a biennial basis, instead of an annual basis.

Note: The functions of this department were studied carefully to determine what changes might be made to improve the operations or reduce the cost of performing them. Special consideration was given to the feasibility of transferring to the Department of Health, the various licenses and law enforcement activities required by the General Food Law and the twenty-six (26)

special food laws. The primary purpose of these laws is to prevent fraud and deception in the sale of foods and to protect the public health. One might easily believe that such activities would come more logically under the function of public health protection and be administered by the Department of Health, but after studying the activities of the Bureaus of Animal Industry, Plant Industry and Markets and their controls, as well as sensing the precautions taken in these fields of endeavor in the interest of public health, it seems that the responsibility for inspection and control of these activities from their inception to the point of utilization as food is a logical sequence and should be administered by the Department of Agriculture.

An exception in the field of public health control activities is the division of responsibility for the production, sanitation and control of milk. These three functions are divided among the Department of Agriculture, the Department of Health and the Milk Control Commission respectively. Consideration was given to transferring the sanitation of milk function from the Department of Health to the Department of Agriculture. This could be done, but it would no doubt upset a long-established and deep-seated custom of milk sanitation now considered a Department of Health problem, which would be looked upon unfavorably by the medical profession and the public

in general. To transfer the sanitation function to the Milk Control Commission would create the same unfavorable reaction, with an additional complication caused by transferring primarily a health problem to a regulatory or price-fixing body, which does not appear logical. It is, therefore, the Committee's opinion, on the subject of milk, that since there is no duplication of effort or overlapping of functions within the three State agencies, the public interest can best be served by permitting them to remain where they now are.

A study of many of the activities of the Department of Health and the Department of Agriculture will reveal a remarkable similarity of ultimate purpose, in that both operate, either directly or indirectly, to protect the public health - the former dealing with persons and the latter dealing generally with animal and plant industry. The products of the latter ultimately become food in some form for persons whose health would be affected if proper control were not exercised by the Department of Agriculture.

It is interesting to sense how closely these two agencies are allied in the performance of a public health service. Nevertheless the diversified fields in which each is involved necessitates specialization to such an extent that they should not be combined. From a study of the operations of the two departments, it has been found that there is close relationship coupled with cooperative action, which avoids duplication and overlapping in their work.

Department of Banking

The Committee recommends:

1. - That the functions of the Department of Banking be transferred to the Department of State.

Civil Service Commission

The Committee recommends:

1. - That either the position of Deputy Personnel Director or Administrative Officer be abolished, since one general administrative officer with an assistant, in addition to the Board, would appear to be sufficient. (It should be noted that presently the positions of Personnel Director, Deputy Personnel Director and Administrative Officer appear on the Organization Chart, but only the position of Administrative Officer is filled.)

2. - That the position of Chief of Public Relations be abolished.

3. - That if the members of the Commission are to be held responsible for general administration, in addition to assuming the powers and duties of the Personnel Director, which have been transferred to the Commission by recent legislation for a war duration plus six months basis, the members be compensated on an increased basis, commensurate with the duties they perform.

4. - That the Civil Service Act be amended to provide optional methods for promoting Civil Service employes, in line with plans already formulated by the Commission. The suggested changes of the Commission should not impair any Civil Service rights or protection, but will eliminate much work, red-tape and expense that does not appear justified.

5. - That the opinion of the Commission is in agreement with the principle formulated by the Committee at its inception, that one Classification and Compensation System should be adopted for all employes of the Commonwealth, including Civil Service employes.

6. - That consideration be given to amending the law which will permit the State Civil Service Commission to charge agencies on the basis of "services performed" rather than "services made available". Due to recent legislation, agencies are permitted to assume the powers previously conferred upon the Personnel Director, but even though they perform them "for the Director", the Commission under present law, bills and collects from the agency as though they were performed by the Commission.

7. - That the State Civil Service Commission remain as an independent commission, retaining its quasi-judicial and

quasi-legislative powers. That the administration of the Civil Service system be vested in a Civil Service Director to be in the classified service and to be appointed by the Governor. The administration of the system should be co-ordinated with the personnel service for the rest of the Commonwealth and become a function of the Department of Finance.

Department of Commerce

The Committee recommends:

1. - That the Department of Commerce be abolished, and its functions transferred to the Department of State, with the exception of the Planning Board.

2. - That the Planning Board be transferred to the Governor's Office.

State Council of Defense

The Committee recommends:

1. - That the Bureau of Volunteer Police be transferred to the Commission Bureau of the Department of State.

2. - That the position of Director of Absenteeism Studies be abolished.

3. - That the position of Director of Publicity be abolished and this work performed by the head of the Speakers Bureau in cooperation with volunteer help which should be secured from publicity offices of other departments.

4. - That the position of Supervisor of Auxiliary Police be abolished and the duties transferred to another position under the Protective Services.

5. - That the number of telephonists now employed in the Control Center be reduced by approximately one-half.

6. - That a reduction in the clerical staff appears practical.

7. - That the Council continue its study of reorganization to determine the type of organization necessary after the termination of the European War, and the personnel required to carry on the Civilian Defense contributions to the Disaster Plan.

Board of Fish Commissioners

The Committee recommends:

1. - That after studying the functions and activities of the Board of Fish Commissioners, it is believed that the only way by which the interests of the fishermen (as well as the hunters) would be better served would be by merging the Fish Commission and Game Commission into one commission that might be known as Pennsylvania Game and Fish Commission.

2. - That for the purpose of coordination of office services, as well as efforts, along broad conservation lines, the proposed Pennsylvania Game and Fish Commission become a departmental administrative commission associated with a proposed Department of Conservation.

3. - That for coordination of effort purposes, the Secretary of the proposed Department of Conservation be an ex officio member of the proposed Pennsylvania Game and Fish Commission.

4. - That the general powers and duties of the Board of Fish Commissioners be vested in the proposed commission for the advantages of the fishermen, and without interference or control by any other agency, including the proposed Department of Conservation.

5. - That the monies paid by the fishermen continue to be specifically appropriated to the proposed commission for expenditure in the interests of the fishermen.

6. - That any attempt to lessen the effectiveness of any activities in the interest of the fishermen, or to use funds paid by them for other than the promotion of their interests and their sport, would not be looked upon favorably by the Committee.

Department of Forests and Waters

The Committee recommends:

1. - That the Department of Forests and Waters and the Game and Fish Commissions be merged into a Department of Conservation.

2. - That at least until such time as the activities and scope of the Bureau of Parks (which now consists of only five (5) employes) warrant the prominence of a bureau, reorganize it

as a division under the Bureau of Forests and Parks, thus reducing the bureaus of the Department from three (3) to two (2).

3. - That the Department of Forests and Waters, as reorganized into a Department of Conservation, assume the responsibility for the restoration, maintenance and operation of all historical sites acquired by the Historical Commission. In assuming these responsibilities, it is the Committee's suggestion that this function would be added to the recommended Division of Parks.

4. - That the operation of the Wilkes-Barre Office of the Flood Control Division be discontinued, at least until activities in that area merit a reopening of the Branch.

5. - That the Department continue the study of the field districts, with a view toward both economy and greater efficiency and effect a realignment of areas at the earliest possible date.

6. - That the position of Senior Research Forester be transferred from the Executive Office of the Department of Forests and Waters to the Bureau of Forests.

7. - That the nursery near Milton, now operated by the Department of Highways be transferred to this Department and an appropriation made from the Motor License Fund to the Department of Forests and Waters for the purpose of providing plants, vines, shrubbery,

etc. to be used by the Department of Highways in slope retention, erosion control, live snow fences, etc.

8. - That a study be made of the practicability of merging the broadcasting facilities of this department with other departments operating such facilities to provide a single system, to service all Commonwealth agencies and be available for regular as well as any emergency purposes. At the present time systems are operated by the Pennsylvania State Police, Department of Forests and Waters and the Turnpike Commission.

Pennsylvania Game Commission

The Committee recommends:

1. - That the Pennsylvania Game Commission be reorganized. (During the study of this Commission's activities and functions by the Committee, considerable effort was directed toward simplification of the organizational structure. The result of these efforts by the Committee and the Pennsylvania Game Commission has been a simplified organizational plan, recommended by the Commission, endorsed by the Committee and ready for submission to the Executive Board for consideration. The headquarters administrative organization has been simplified and the lines of responsibility and authority clearly defined. Under the proposed plan, the work carried on throughout Pennsylvania would be administered by six (6) field divisions instead of the present seven (7), and each field district will become res-

ponsible for handling all phases of the Commission's operations within its area, with the exception of the game farms which will be individually supervised. This proposed reorganization and realignment of duties will eliminate all overlapping or duplication of functions within the present Commission.)

2. - That the functions and activities of the Pennsylvania Game Commission be merged with those of the Board of Fish Commissioners into one commission that might be known as Pennsylvania Game and Fish Commission. (The proposed organizational structure referred to above would serve the purpose of a consolidated commission ideally.)

3. - That for the purpose of coordination of office services, as well as efforts along broad conservation lines, the proposed Pennsylvania Game and Fish Commission become a departmental administrative Commission associated with the proposed Department of Conservation.

4. - That for coordination of effort purposes, the Secretary of the proposed Department of Conservation be an ex officio member of the proposed Pennsylvania Game and Fish Commission.

5. - That the general powers and duties of the Pennsylvania Game Commission be vested in the proposed Commission, for the advantages of the hunters and without interference or control by any other agency, including the proposed Department of Conservation.

6. - That the monies paid by the hunters continue to be specifically appropriated to the proposed Commission for expenditure in the interests of the hunters.

7. - That any attempt to lessen the effectiveness of any activities in the interest of the hunters, or to use funds paid by them for other than the promotion of their interests and their sport, would not be looked upon favorably by the Committee.

Department of Health

The Committee recommends:

1. - That the Division of Sanatoria of the Bureau of Tuberculosis Control be abolished and the three sanatoria, with their medical directors, be placed under the direct supervision of the Executive Office of the Department of Health.

2. - That the Bureau of Tuberculosis Control be abolished by transferring the sanatoria, as suggested under (1) and the function of Clinics and Surveys be transferred to a newly created Division of Clinics and Surveys under the Bureau of Health Conservation.

3. - That the Division of Pneumonia Control be abolished by merging the limited activities now carried on with the Division of Epidemiology. (The development of sulpha drugs, which so successfully combat pneumonia, makes this change feasible.)

4. - That a central stenographic and typing pool be established to service the offices where the full time of s uch employes is not required by any person or office.

5. - That the Tabulating Unit of the Bureau of Vital Statistics be combined with the Central Tabulating Unit, and thereby reduce the number of personnel required.

6. - That the offices of the Bureau of Vital Statistics be re-arranged to permit a continuous flow of the work, thus resulting in more efficient operation with less personnel. That the work of placing the Bureau of Vital Statistics on a modern and simplified basis should be considered as a post-war project.

7. - That after determination of the kind of an indexing system to serve adequately the needs of the Bureau, the system be installed as early as practicable so as to avoid the mounting cost inevitable as the delay continues. Research into the systems used in foreign countries, as well as other States, might reveal a means of handling this gigantic indexing and filing problem.

8. - That a study be made of the economy that might be realized by erecting or otherwise acquiring buildings to house all the activities of the department, such as offices, clinics and laboratories, in the principal cities. (If Commonwealth buildings were acquired in Philadelphia and Pittsburgh, to be recommended

in a later report, sufficient space should be made available for this department's activities.)

9. - That the functions of the State Board of Housing be transferred to the State Planning Board.

10.- That -

(a) - Wherever practicable, only original licenses be issued by the Department of Health.

(b) - Renewals of all such licenses be made by the Department of Revenue.

(c) - Where the renewal fee is small, the renewals be made on a biennial basis, instead of an annual basis.

11.- That a study be made of the advisability of continuing the two Harrisburg district offices (Districts E and F) of the Bureau of Sanitary Engineering, and to determine whether other location or locations would serve more effectively or more economically.

12.- That the Department of Health be consolidated with the Departments of Welfare and Public Assistance for the purpose of coordinating all the activities of public health and welfare under one agency.

13.- That, in case the Departments of Health, Welfare and Public Assistance are not merged as recommended, the State-owned Medical

and Surgical Hospitals, the Mental Hospitals and the supervision of the State-aided hospitals, now under the jurisdiction of the Department of Welfare, be transferred to the Department of Health.

14. - That the Boards of Trustees of all State-owned institutions recommended for transfer from the Department of Welfare to the Department of Health be abolished.

15. - That a study of the laws be made for the purpose of determining and remedying the overlapping between the Department of Health and the Department of Labor and Industry as pertaining to the prevention of occupational diseases, industrial hygiene and certain inspectional responsibilities which appear to be vested in both departments.

Department of Highways

The Committee recommends:

1. - That the four (4) Divisions and the four (4) positions of Division Engineer be abolished to eliminate overlapping and duplication of administration, and to reduce the overhead expense.

2. - That the sixty-six (66) Maintenance Superintendents' Districts and their offices be reduced to sixty-two (62) by -

(a) - Combining the mileage of Forest and Venango Counties, thus creating one district comprising 700 miles.

(b) -Combining the mileage of Montour and Columbia Counties, thus creating one district comprising 726 miles.

(c) -Combining the mileage of Lehigh and Carbon Counties, thus creating one district comprising 760 miles.

(d) -Combining the mileage of Snyder and Union Counties, thus creating one district, comprising 609 miles.

3. - That the number of Assistant Maintenance Superintendents be reduced from 182 to approximately 100. Maintenance Superintendents and their Assistants should be assigned to a district for maintenance supervision on the basis of mileage maintained in the district. A reasonable basis for assignment of Superintendents and their Assistants is suggested as - the first approximate 200 miles should be the responsibility of the Superintendent, and for each approximate 300 to 350 miles additional, one (1) Assistant Superintendent.

4. - That the clerical employes of the Maintenance Superintendents' Offices be reduced. It is evident that these offices are overstaffed and in many instances there is a wide discrepancy in the number of clerks assigned in districts of comparable size. A careful examination of the needs should reveal that the present 289 clerical positions could be reduced to approximately 200, with consequent savings in overhead expenses.

5. - That stenographic and typing services for the Headquarters' Office be centralized. The organizational charts reveal an almost complete decentralization of stenographic and typing services for the Headquarters' Office. The Department was at one time recognized as possessing the most efficient centralized system of this kind in the State Government, and one of the best in the country. The pooling of such services and placing them on the high business plane that was previously recognized should be undertaken at once.

6. - That the nursery near Milton and its operations be transferred to the Department of Forests and Waters.

7. - That the Division of Highway Forestry of the Research Bureau be abolished and the personnel necessary to supervise slope retention, erosion control, propagation of trees for live snow fences, etc. be transferred to the Bureau of Maintenance.

8. - That the Architectural Division of the Research Bureau be abolished, at least for the present.

9. - That the work of the Statistical and Tabulating Unit of the Research Bureau could no doubt be consolidated with similar functions of the Clerical and Accounting Bureau, and a study be made of the possibilities of eliminating some of the equipment and personnel.

10. - That the abolishment of one of the four (4) legal positions appears practicable.

11. - That following the general trend of placing regularly employed personnel on a salary basis, it would seem that the policy should be extended to include employes of the Central Garage, now paid on an hourly basis. Among other advantages, this change would provide the advantages of membership in the State Employes' Retirement System to employes who otherwise ha ve no retirement or disability protection.

12. - That a study be made of the engineering "paper work" of the Department with a view toward simplification, elimination and standardization of forms, reports, cost data, etc. Such a study would no doubt reveal duplications, overlapping and a need for simplification and uniformity throughout the engineering districts. In the opinion of the Committee, such a survey should be assigned to someone who can break the ties of custom and usage, in an effort to provide only essentials and eliminate all red-tape.

13. - That the Committee is of the opinion that the Department of Highways should become part of a merger of all units engaged in construction, maintenance and operation of highways, public buildings, grounds, landing fields and other forms of public works.

Insurance Department

The Committee recommends:

1 - That fire insurance agents' licenses be issued on a biennial basis, rather than an annual basis.

2. - That casualty agents' licenses be issued on a biennial basis, rather than an annual basis.

3. - That life agents' licenses be issued on a biennial basis, rather than an annual basis.

4. - That in order to avoid a "peak load" in the issuance of licenses recommended for issuance on a biennial basis, rather than on an annual basis, fire insurance agents' licenses be issued during the odd year and the casualty agents' and life agents' licenses be issued during the even year.

5. - That a standardized procedure be developed for the handling of examination of insurance companies as a means of expediting the work and reducing the cost.

6. - That a system be devised to require applicants for certification or registration as agents to file their applications directly with the Insurance Department. At the present time such agents' applications are filed by the one or more companies which will contract directly with the agents if they qualify by examination. Such a change in procedure would produce a great saving in labor and filing space.

7. - That the functions of the Insurance Department be transferred to the Department of State.

Department of Justice

The Committee recommends:

1. - That the function of law enforcement in general be transferred from other agencies to the Department of Justice.

2. - That specifically the law enforcement activities now performed by the Pennsylvania State Police, the Liquor Control Board and the Department of Public Instruction be transferred to this department, and all other enforcement work, as far as is practicable, be also transferred.

Department of Labor and Industry

The Committee recommends:

1. -That the Lancaster Region Inspection Office be transferred to Harrisburg, to reduce expenses, including office rent.

2. - That the Chief of Negro Research and Staff of the Bureau of Research and Information be transferred from Philadelphia to Harrisburg, to facilitate supervision and reduce expenses, including office rent.

3. - That the position of Supervisor of Elections of the Labor Relations Board be abolished, and the duties be transferred to the Trial Examiners.

4. - That a study of the laws be made for the purpose of

determining and remedying the overlapping between the Department of Health and the Department of Labor and Industry, as pertaining to the prevention of occupational diseases, industrial hygiene and certain inspectional responsibilities which appear to be vested in both departments.

5. - That the functions of the Department of Mines be transferred to this department.

Note: That considerable pooling of employes and services could be accomplished within this department, if it were not for Federal restrictions and entanglements that appear to make such economies impossible.

Liquor Control Board

The Committee recommends:

1. - That the Supplies Division, the Communication and Files Division and the Duplicating Division of the Bureau of Accounting and Service; also the Automotive Equipment Section of the Bureau of State Stores, become separate divisions of the Executive Office, under the supervision of the Assistant Secretary.

2. - That following such reorganization of the general services, the Bureau of Accounting and Services be known as the Division of Accounts of the Executive Office.

3. - That, provided the general services are not transferred as previously recommended, the position of Assistant Secretary be abolished.

4. - That the Bureau of Personnel become a division of the Executive Office.

5. - That the Bureau of State Stores be reorganized and its administration strengthened.

6. - That a manual of operating procedures and policies be formulated for the Bureau of State Stores, for guidance and control of personnel and activities connected with the State Store system.

7. - That the number of Liquor Stores be reduced from the present 575 to approximately 500. The suggested number of 500 stores, if carefully located and distributed throughout the Commonwealth, will be adequate from an enforcement standpoint, and provide sufficient outlets for public convenience. The major percentage of the recommended reduction would be made within the metropolitan areas, where distances between stores are not great, so as to provide reasonable convenience for residents of other areas. Such a reduction would result in smaller inventories, simplification of distribution and supervision problems, less accounting, statistical and paper work, and effect large economies.

8. - That the present policy of distribution, which attempts generally to keep in stock all brands and sizes of merchandise in each of the 575 stores, be abandoned. In lieu of this policy, it is recommended that the large, key or strategic stores be stocked with a complete line of merchandise, but that other stores be limited in their regular stock items to the types and brands of merchandise generally called for by customers at the particular store. It will be recognized that complete stocking of all stores, regardless of their location or size, requires large inventories, results in slow turn-over of merchandise and means added expense from many angles.

9. - That a study be made to determine the amount of savings to be realized by establishing a warehouse at Harrisburg and one at or near Altoona. The additional warehouses would be utilized in servicing stores located throughout sections of Pennsylvania considerable distance from present warehouses at Philadelphia, Pittsburgh, Scranton and Erie. Long truck hauls of merchandise would be eliminated to a great extent, and it is believed that the cost of distribution can be reduced.

10.- That the New Castle sub-warehouse be abolished in line with similar action taken as affecting former sub-warehouses at Bethlehem, Johnstown and Harrisburg.

11. - That "bottle distribution" (less than a full case of merchandise) be discontinued and that the sub-warehouses at Philadelphia, Pittsburgh, Scranton and Erie, which perform "bottle distribution" service, be abolished.

12. - That a "Warehouse Damage Section" be created in each of the warehouses, under the supervision of the Warehouse Superintendent, to handle all damaged merchandise.

13. - That one superintendent's district and one position of district superintendent in the Bureau of State Stores, be abolished. (While there are three superintendents' districts and three positions shown on the organization map, there have been but two superintendents assigned since June, 1941.)

14. - That the field superintendents' and supervisors' districts of the Bureau of State Stores be realigned and strategic headquarters for the supervisor designated for each district. A plan already projected by the Board, if adopted, can bring about better supervision, control and reduction in operating expenses.

15. - That the assignment of State automobiles to auditors for transportation within such metropolitan centers as Philadelphia and Pittsburgh be discontinued.

16. - That the control of State-owned automobiles be strengthened.

17. - That as soon as practicable, purchase orders for any particular code or brand of liquor store merchandise be issued

not more frequently than a monthly basis, except in cases of emergency so as to reduce the "paper work" and expense of handling this function.

18. - That the practice of permitting vendors' agents to solicit and accept orders from licensees for merchandise not regularly stocked in the stores be discontinued.

19. - That whiskey rationing be discontinued at the earliest possible date to reduce the cost of operation and to expedite service in the stores.

20. - That in the event liquor rationing must be continued over a considerable period of time, a simpler and less costly system of rationing be adopted.

21. - That bids for warehousing contracts be invited on alternate bases, including bids for a three year term, to determine economies that may be realized by longer term contracts.

22. - That the charges for statistical service to vendors be increased to make it self-sustaining or the service discontinued until such time as subscriptions are sufficient to place the service on a self-sustaining basis.

23. - That a study be made of the Accounting System and its cost to determine whether other types of equipment or other systems would be more practical or economical.

24. - That duplication of any auditing work performed by the Auditor General and the Comptroller's Office be eliminated.

25. - That the Invoice Audit and Requisition Unit, Filing Unit and Sales Audit Unit of the Bureau of Accounting and Service be merged into a single unit to be known as Special Liquor Unit.

26. - That the Warehouse Record and Control Sections of the Bureau of Accounting and Service be consolidated into one section and known as the Control Section.

27. - That the Personnel Analysis Division of the Personnel Bureau be abolished by transferring one position to the ataff of that office and one position to the Service Division.

28. - That the Record Section and Filing Section of the Service Division of the Payroll Division of the Personnel Bureau be consolidated.

29. - That 36 positions in the Bureau of Licensing be abolished (all positions are now vacant).

30. - That 10 positions in the Bureau of Personnel be abolished (5 positions are now vacant).

31. - That 76 positions in the Bureau of Accounting and Service be abolished (72 positions are now vacant).

32. - That 7 positions in the Bureau of Enforcement be abolished.

33. - That 2 positions of Hearing Examiner be abolished.

34. - That the position of Chief of Reclaim be abolished and the work absorbed in the warehouse operations.

35. - That the Punxsutawney Enforcement District be abolished as unnecessary and unwarranted, in view of the additional expense involved.

36. - That Armstrong, Butler and Indiana Counties, now in the Punxsutawney Enforcement District, be transferred to the Pittsburgh Enforcement District and that Lawrence County, now in the Erie Enforcement District, likewise be transferred to the Pittsburgh Enforcement District; thus placing within the jurisdiction of the Pittsburgh Enforcement Office only counties whose licenses expire on April 30 of each year.

37. - That Clearfield County, now in the Punxsutawney District, be transferred to the Altoona Enforcement District, thus placing within the jurisdiction of the Altoona Enforcement Office only counties whose licenses expire on January 31 of each year.

38. - That Cameron, Clarion, Elk, Forest and Jefferson Counties, now in the Punxsutawney Enforcement District, be merged with the Erie Enforcement District. This would place within the jurisdiction of the Erie Enforcement Office only counties whose licenses expire on July 31 of each year.

39. - That the Report Examining Office be staffed to permit the issuance of citations promptly after detection of violations. This recommendation, if adopted, will advance the dates of hearings, the dates when the Board's decisions are given and the time when the Board's orders become effective.

40. - That the position of Administrative Assistant in the Bureau of Enforcement be filled, to permit the Assistant Director of Enforcement to keep in touch with the problems and activities of the various enforcement offices and thus improve and strengthen the enforcement work in general.

41. - That considerable time and expense of Deputy Attorneys General, Hearing Examiners, enforcement agents and witnesses be saved by the adoption of a policy of notifying licensees at the time of delivery of the citation that the Board may at its discretion, if the licensee admits guilt, honor requests for waiver of hearing, and thus not require a hearing. Such a policy would eliminate many hearings, reduce the cost of them and permit enforcement personnel who are now required to attend hearings to pursue their regular enforcement activities.

42. - That the merchandising function of the Board (all activities necessary to carry on the operations of the Pennsylvania Liquor Stores) be transferred to a proposed Department of Liquor Control.

43. - That the law enforcement functions of the Board be transferred to the Department of Justice and placed under a special bureau of the Pennsylvania State Police.

44. - That the licensing functions of the Board be vested in the Liquor Licensing Board to be associated with the Department of Liquor Control. For purposes of operation, the Liquor Licensing

Board would act as an administrative board on all matters pertaining to licenses, permits, etc., and as an advisory board on matters pertaining to the operation of the System of State Stores.

Department of Military Affairs

The Committee recommends:

1. - That the functions of the Department of Military Affairs be transferred to the Governor's Office, and designated as the Adjutant General's Office.

2. - That the activities of the Adjutant General's Office be housed at Indiantown Gap.

3. - That the Soldiers' and Sailors' Home, now located at Erie, be relocated at Indiantown Gap.

Milk Control Commission

The Committee recommends:

1. - That Testers' License Certificates, Milk Dealers' Weighing Permits, Weighing and Sampling License Certificates be issued on a biennial basis, instead of annually.

Note: Further comments on the subject of milk control will be found in the Committee's report on the Department of Agriculture.

Department of Mines

The Committee recommends:

1. - That the Department of Mines become a bureau of the

Department of Labor and Industry. All regulatory investigational and inspectional powers now vested in the Department of Mines should be lodged in the Department of Labor and Industry.

Board of Parole

The Committee recommends:

1 - That the Board of Parole become a departmental administrative board associated with the proposed Department of Health and Welfare, retaining all its general powers and duties, but coordinated with the proposed department, for the purpose of pooling of office and accounting services wherever practicable.

Pennsylvania State Police

The Committee recommends:

1 - That a study be made of the practicability of merging the broadcasting facilities of this agency with those of the Turnpike Commission and the Department of Forests and Waters, to provide a single system to service all agencies of the Commonwealth.

2. - That the Pennsylvania State Police be transferred to the Department of Justice, which should have jurisdiction over law enforcement activities of the Commonwealth in general.

Post-War Planning Commission

The Committee recommends:

1 - That, after this commission has served its "post-war planning" purpose, its functions be transferred to the State Planning Board.

Department of Property and Supplies

The Committee recommends:

1 - That the Board of Commissioners of Public Grounds and Buildings be abolished because of the duplication and overlapping of authority now vested in the Department of Property and Supplies. This does not interfere with the constitutional prerogatives of the Governor, Auditor General and the State Treasurer.

2. - That the State Art Commission be transferred to the Department of Highways and Public Works.

3. - That the functions of the Bureau of Engineering and Construction be transferred to the Department of Highways and Public Works.

4. - That the Bureau of Grounds and Buildings develop an overall administrative responsibility for the maintenance and operation of all grounds and buildings of the Commonwealth located at Harrisburg.

5. - That the functions of the Bureau of Grounds and Buildings be transferred to the Department of Highways and Public Works.

6. - That the functions of the Automobile Division be transferred to the Department of Highways and Public Works.

7. - That all other functions of the present Department of Property and Supplies be transferred to a procurement bureau in the proposed Department of Finance, or if this agency be not created, then to the Governor's Office in a bureau which might be named the Bureau of Procurement and Services. Under this Bureau would be the Division of Publications, Division of Purchases, Division of Standards, Division of Real Estate and the Cafeteria. The News Room would be consolidated with other public relation activities under the Department of State. Likewise, the Accounting Bureau would be consolidated with the other accounting activities of the proposed Department of Finance, or if that be not created, then with the accounting activities of the Governor's Office.

8. - That a means of controlling the use of State-owned automobiles be developed to conform to the present rules and regulations of the Executive Board.

9. - That State-owned buildings in both Philadelphia and Pittsburgh be provided to house the various offices of the Commonwealth. When acquired, the control of the buildings should be placed under the jurisdiction of the Department of Highways and Public Works.

Department of Public Assistance

The Committee recommends:

1 - That a thorough study be made of the practicability of consolidating the activities of the present Department of Public Assistance with those of the County Institution Districts so as to place within one agency the responsibility for the functions of financial assistance and physical care. With a consolidation of these two agencies, much overlapping and duplication of effort can be eliminated. The Committee is of the opinion that a system should be developed whereby the direct administration and operation would be performed by local boards under the general supervision and guidance of a State agency, but with a sharing of the financial responsibility by the Commonwealth and the counties.

2. - That an amendment be made to the Public Assistance Law, authorizing County Boards of Assistance to delegate to Executive Directors responsibility for making staff appointments from Civil Service eligibility lists between meetings of the Boards.

3. - That the Civil Service Law be amended, making it optional with the County Board as to whether persons with local residence be appointed, or whether other qualified persons be appointed.

4. - That the Public Assistance Law be amended to permit contiguous counties with small relief loads to combine into an

area for the purpose of more economical and effective administration.

5. - That an amendment be made to the law to exempt the Commonwealth's liens from divestiture at Treasurers' and Commissioners' sales.

6. - That an amendment be made to the law to permit the revival of liens by the filing of a Certificate of Non-payment and the payment of a recording fee by the department, rather than by the securing of Amicable Scire Facias or court action.

7. - That an amendment be made to the Federal Social Security Law and the State Public Assistance Law, eliminating the so-called "categories". This is for the purpose of streamlining relief to the needy, regardless of the category of need determined upon investigation.

8. - That the responsibility for the collection of claims be placed with the County Boards of Assistance; that the present four (4) State Offices maintained for this purpose be discontinued and that such employes of the present Claim Settlement Offices as are essential to the collection of claims be assigned to the County Boards. This would eliminate an overlapping and effect economies in the administration of relief work.

9. - That the Department of Public Assistance be merged with the Department of Welfare and the Department of Health into a proposed Department of Health and Welfare.

Department of Public Instruction

The Committee recommends:

1 - That the various laws relating to professional licensing be codified, taking into consideration the following -

(a) - The transfer of the function of law enforcement to the Pennsylvania State Police.

(b) - The transfer of the responsibility for licensing barbers and beauticians to the Department of Health.

(c) - The transfer of the responsibility for licensing realtors to the Department of State.

(d) - The transfer of periodic renewals of licenses to the Department of Revenue.

(e) - Where the license renewal fee is small, that renewal licenses be issued not more frequently than biennially.

(f) - The standardization of types of professional licenses, as to size, general form, etc. to attain greater uniformity and simplification in the printing, issuance, etc.

2. - That a reorganization of the Bureau of Instruction be effected by -

(a) - Reducing the number of divisions from the present fourteen (14) to five (5), as follows:

Elementary Education Division
Secondary Education Division
Adult Education Division
Vocational Education Division
Higher Education Division

Create a new division, which might be known as -

Veterans Training Division

responsible for the administration of activities relating to the training and education of veterans, and cooperating with Federal and State departments concerning affairs of veterans.

(b) - As a result of the foregoing consolidation, pool or centralize some stenographic and typing activities.

(c) - Centralize in this bureau all responsibility relative to evaluation of secondary school credits. This bureau would thereby assume certain responsibilities now vested in the Pre-Professional Division of the Bureau of Professional Licensing.

(d) - Transfer the work of the Public Service Institute to one or more approved educational institutions within the Commonwealth, thereby relieving the department from performing educational activities other than those of an administrative or supervisory nature.

3. - That a reorganization of the Bureau of Teacher Education and Certification be effected by -

(a) - Eliminating the Placement Service.

(b) - Transferring certain statistical work to the Division of Child Accounting and Research.

4. - That the operation of the Bureau of School Administration be improved by simplifying as much as possible the various forms relating to financial administration.

(a) - Develop a simplification of the entire school subsidy program and a formula for determining subsidies for distressed school districts.

5. - That the Public School Employes Retirement Board and the system should remain within the department where the work can best be coordinated with other functions. However, a thorough survey should be made of the present policies, methods, procedures, systems, equipment, etc. to modernize, simplify and mechanize the operation of the system.

6. - That since there is a growing tendency to request the Commonwealth to take over historical sites, an attempt should be made to have established a general policy relating to the acquisition of such properties.

7. - That the custody, restoration and maintenance of all historical properties be transferred from the Historical Commission to the proposed Department of Conservation. The Pennsylvania Historical Commission should act in an advisory capacity in connection with this work.

8. - That the Pennsylvania State Board of Censors be transferred to the Department of State.

9. - That the fourteen (14) Boards of Trustees of the various State Teachers Colleges be abolished.

10.- That since approximately one-half of the fourteen State Teachers Colleges appear to be sufficient to provide the educational facilities for present enrollment, it is recommended that the functions of several of the present institutions be changed, at least temporarily, to provide education and training facilities for veterans. This change in function should be considered together with a plan for providing area vocational schools in which the most modern equipment could be provided for such courses at a minimum cost to the taxpayers and as relief for school districts

which could ill afford to maintain the required standards. Such a combination should provide adequate training and education for veterans, along specific lines, and relieve school districts from the responsibility of providing much of this specialized education.

11. - That a study be undertaken to determine the advisability of consolidating County Superintendents' districts of a few of the sparsely populated contiguous counties.

Public Utility Commission

The Committee recommends:

1 - That this Commission retain its independent status as at present. No recommendations are made concerning its operations.

Department of Revenue

The Committee recommends:

1. - That considerable saving in expenses can be realized if the "self-assessing" system of corporation taxes be discontinued on Capital Stock-Domestic, Foreign Franchise, and Loans taxes. Corporate Net Income Tax could be continued on a "self-assessing" basis, with interest at the rate of one-half of one percent for each month, to begin 60 days after settlement as the result of filing of Report of Federal Change. These suggestions would result in the reduction of

thousands of interest settlements and adjustments, and place the operations on a better and more economical basis. The Committee recognizes budgetary complications but makes the recommendation in the interest of simplification and economy.

2. - That several plans for changing the present system of motor vehicle registration are suggested for special study. The Committee is of the opinion that any of the proposed plans, if adopted, would result in large savings. It should be pointed out, however, that careful consideration should be given, when studying each plan, to changes in the amount of registration fees that would be practicable, as well as the necessity for shifting all or part of the tax burden from the registration fees to the gasoline tax.

PLAN I - Adopt a system of "Permanent Registration of Motor Vehicles" in which a title and tag would be issued for a nominal fee, with no requirement for the annual renewal of licenses or the payment of annual fees. Transfers of "permanent tags" to other motor vehicles to be handled similar to the present system - control to be maintained through the semi-annual inspection of motor vehicles. Loss in revenue from registration fees under such a plan would necessitate a corresponding increase in the gasoline tax. However, under such a plan each motorist would pay more nearly in proportion to the use made of the highways.

PLAN II - Issue a license tag on a biennial basis, instead of an annual basis, at the present annual or somewhat higher fee. Whether an increase in the gasoline tax would be necessary would depend on the need for highway funds, and the fee charged for the biennial license.

PLAN III - Issue "permanent tags" requiring either annual or biennial registration under a system of using small inserts or tabs to validate the "permanent tag".

3. - That the renewal of motor vehicle operators' licenses be required only every two years, instead of each year, as at present, in order to reduce the cost of administration. A two-year license period should be as practical as the present system from a control standpoint and would result in a considerable saving in expense connected with issuing renewal cards.

Note: If the issuance of motor vehicle registrations and the renewal of operators' licenses were both placed on two-year periods, the periods should be so arranged that both occur in the same license year, but at different times. This will permit the facilities of the Bureau of Motor Vehicles to be utilized effectively and will obviate the necessity for personnel hired on an hourly or temporary basis during each year. Additional savings of considerable amount would result from the reduced number of registration plates and cards and

operators' licenses required for every two-year period; postage would also be reduced approximately one-half. As an aid in administering these functions, the Committee suggests that a printed notation be made on the owners' portions of both registration cards and operators' licenses to remind the licensees that they are required to notify the Bureau of Motor Vehicles of any change of address.

4. - That the present requirement for filing annual bonus reports with the Secretary of the Commonwealth be repealed, except when capital stock has been increased, and place the responsibility for checking this detail with the Department of Revenue in connection with annual tax settlement work.

5. - That the Cigarette Permit Tax be placed on a biennial basis.

6. - That a study be made of the system used in connection with the ledger accounts and tax records to modernize and improve it.

7. - That the investigational and collection activities in the field be coordinated and combined wherever practicable, in order to reduce travel costs and the number of persons engaged in this work.

8. - Discontinue the operation of the Warren and Scranton District Offices. Rearrange the territory so that the districts will be reduced from five (5) to three (3).

9. - That the functions of the Bureau of Institutional Collections be transferred to the Bureau of County Collections, and the combination bureau be known as the Bureau of County and Institutional Collections.

10.- That consideration be given to the extent to which a program of Highway Safety is to be promoted. The Committee suggests that savings can be effected in the cost of operating the Bureau of Highway Safety in proportion to the degree in which it might be desired to curtail such activities.

11.- That an employe of each of the State Institutions be appointed Revenue Agent for the Department of Revenue, responsible for collecting monies due the Commonwealth. While such appointments should be made in cooperation with the Secretary of Welfare, the head of each institution responsible for its administration would appear to be the logical person to be appointed.

12.- That the disbursement accounting system be simplified by authorizing transfers between funds, in line with the system now used by the Pennsylvania State Police.

Note: The organization and functional charts submitted by this department appear to indicate that additional savings might be effected through coordination of activities and a reduction of the personnel performing them, but in the absence of a detailed study of the department operations, no recommendation is made.

Department of State

The Committee recommends:

1. - That the law be changed to eliminate the necessity for filing annual reports on bonus, except where they are necessary, due to a change in capitalization. This change would eliminate a "nuisance" report and the expense caused by it.

2. - That the functions of the State Employes' Retirement Board be transferred to the proposed Department of Finance and, if this Department of Finance is not created, then to a Bureau of the Governor's Office with which the work can be coordinated.

3. - That the functions of the Bureau of Volunteer Police of the State Council of Defense be transferred to the Commission Bureau of this department. The functions were originally lodged with the State Council of Defense because the facilities in the Department of State were inadequate for handling the large volume of commissions. Since the volume of work has been reduced, the transfer is in order.

4. - That this department should absorb all the present powers and duties of the Department of Banking and the Insurance Department. The boards associated with these agencies should become associated with the Department of State. The Department of Commerce should be abolished and all its functions transferred to the Department of State. The department

should become the central publicity agency for the Commonwealth. The licensing of realtors should be transferred from the Department of Public Instruction to this department. Associated with this department should be the State Athletic Commission and the State Board of Censors, together with the Commission on Inter-State Cooperation and the Atlantic States Marine Fishermen Commission.

Department of Welfare

The Committee recommends:

1. - That this department be merged with the Departments of Health and Public Assistance into a proposed Department of Health and Welfare.

2. - That, in case the merger of the Departments of Health, Welfare and Public Assistance is not authorized, the Department of Public Assistance be merged with the Department of Welfare; that the medical and surgical hospitals, the mental hospitals, and supervision of the State-aided hospitals be transferred to the Department of Health; that the boards of trustees of the State-owned institutions be abolished.

3. - That an employe of each of the State institutions be appointed Revenue Agent for the Department of Revenue and made responsible for all monies due the Commonwealth. It is suggested that the administrative head of each institution be named the Revenue Agent.

S E C T I O N IV

GENERAL RECOMMENDATIONS

APPLYING

TO ALL

AGENCIES

SECTION IV

GENERAL RECOMMENDATIONS
APPLYING TO ALL AGENCIES

The Committee recommends:

1. - That, following the reorganization recommended in this report, or any modification of it, the office space in the capitol buildings be studied and assigned to the various agencies, so that each will be quartered in one building as far as practicable.

2. - That a survey be made to determine all the desirable office space in the capitol buildings now used for files, in order to determine what files could be microfilmed and the records destroyed, or transferred to inexpensive storage, so as to make the space occupied by the files available for the transfer of agency offices now occupying rented quarters.

3. - That stenographic and typing services be pooled wherever practicable.

4. - That the laboratory facilities of all the departments at Harrisburg be consolidated into one central laboratory for the Commonwealth, with the exception of the Bureau of Animal Industry Laboratory at Summerdale.

5. - That office services such as multigraphing and mimeographing be limited to one installation within each major building, regardless of the number of agencies occupying the building.

6. - That such specialized services as multilithing and microfilming be centralized as a service for all agencies.

7. - That cooperative tabulating services for departmentsor agencies should be encouraged, especially in such cases as the preparation of salary payrolls, periodic statistics, and similar services.

8. - That the publicity activities be centralized in a publicity service bureau of the Department of State and all agencies serviced by this bureau.

9. - That such time-saving devices as window envelopes, standard letter set-up and similar modern office devices be adopted to save both time and effort, as well as to reduce expense.

10.- That the Executive Board adopt travelling rules and regulations governing circumstances and amounts which may be claimed as reimbursement by employes of all departments, boards and commissions.

11. - That centralized procurement be strengthened by promulgation and enforcement of proper specifications.

12. - That production records of employes be kept wherever practicable.

13. - That the use of State-owned automobiles be controlled strictly in conformity with the rules and regulations of the Executive Board.

14. - That rigid control be exercised over employe working hours.

15. - That frequenting of cafeteria and refreshment dispensaries by employes during working hours be prohibited.

16. - That a permanent lapsing act be passed providing that any materials or services not delivered or rendered before the end of the biemmium should be paid for out of the next biennial appropriation for similar purposes. This means a strict compliance of the law which provides that the appropriations are for the two-year period beginning June 1 to May 31 of the particular biennium, and for the payment of any unpaid bills of the previous biennium. There must, however, be one exception provided in this act and that is that if there is no similar appropriation provided for the next biennium, then the Governor could approve

a budget for the liquidation of any encumbrances on such appropriation. The permanent lapsing act would not, however, apply to appropriations for construction or those for which no term is set forth in the appropriation acts. The practical effect of this proposed act would be that payments could be made only for materials delivered or services rendered in the biennium for which the appropriation is made.

That the Committee's previous recommendation for a cost of living adjustment in the salaries of all State employes, which was applied only to base salaries of $3000 per annum or less, be extended to apply to the salaries of all State employes.

Note: Due to the fact that a change in law is necessary to effect the following change in operation, it is included herein for consideration.

(a) - To permit annual leave earned but not taken in any calendar year to be granted between January first and May thirty-first of the following year.

SECTION V

APPENDIX

Table A - Statutory Administrative Units as of June 1, 1923; 1929 and 1943

Table B - List of Statutory Administrative Institutional Units as of June 1, 1923; 1929 and 1943

Table C - Agencies Having Less Than 400 Employes as of June 1, 1944

Table D - Proposed Reorganization Compared with Present Organization

Table E - Proposed Organization Chart

TABLE A

COMMONWEALTH OF PENNSYLVANIA
STATUTORY ADMINISTRATIVE UNITS
AS OF JUNE 1, 1923; 1929; AND 1943

1943

Governor

1. Pennsylvania State Police
2. Executive Board

Lieutenant Governor

Department of the Auditor General

1. Board of Arbitration of Claims

Treasury Department

1. Board of Finance and Revenue

Department of Internal Affairs

1. Board of Property
(transferred to Department of Commerce in 1943, P. L. 443)

Department of State

1. State Employes' Retirement Board
2. Municipal Employes' Retirement Board a/

1929

Governor

1. Pennsylvania State Police
2. Executive Board

Lieutenant Governor

Department of the Auditor General

(created in 1937, P. L. 728)

Treasury Department

1. Board of Finance and Revenue

Department of Internal Affairs

1. Board of Property
2. State Aeronautics Commission

Department of State

1. State Employes' Retirement Board
(created in 1943, P. L. 886)

1923

Governor

1. Pennsylvania State Police
2. Executive Board

Lieutenant Governor

Department of the Auditor General

Treasury Department

1. Board of Finance and Revenue

Department of Internal Affairs

1. Board of Property
(created in 1929, P. L. 724)

Department of State and Finance

(created in 1923, P. L. 858)

1943

Department of Justice

1. Board of Pardons
2. Board of Commissioners on Uniform State Laws

Department of Public Instruction

1. State Council of Education
2. Pennsylvania State Board of Censors
3. Public School Employes' Retirement Board
4. Pennsylvania Historical Commission
5. State Teachers Colleges (14)
6. Specialized Educational Institutions (3)
7. Examining Boards (13)

Department of Military Affairs

1. Armory Board of the State of Pennsylvania
2. Pennsylvania Soldiers' and Sailors' Home
3. State Military Reservation Commission b/
4. State Veterans Commission b/ (transferred to Department of Revenue in 1937, P. L. 1865)

1929

Department of Justice

1. Board of Pardons
2. Board of Commissioners on Uniform State Laws

Department of Public Instruction

1. State Council of Education
2. Pennsylvania State Board of Censors
3. Public School Employes' Retirement Board
4. Pennsylvania Historical Commission
5. State Teachers Colleges, Normal Schools and Teachers Training School (14)
6. Specialized Educational Institutions (4)
7. Examining Boards (14)

Department of Military Affairs

1. Armory Board of the State of Pennsylvania
2. Pennsylvania Soldiers' and Sailors' Home
3. State Military Reservation Commission b/
4. State Veterans Commission b/
5. State Athletic Commission

1923

Department of Justice

1. Board of Pardons
2. Board of Commissioners on Uniform State Laws

Department of Public Instruction

1. State Council of Education
2. Pennsylvania State Board of Censors
3. Public School Employes' Retirement Board
4. Pennsylvania Historical Commission (not included in 1923 Administrative Code but operating under School Code)
5. Specialized Educational Institutions (3)
6. Examining Boards (13)

Department of Military Affairs

1. Armory Board of the State of Pennsylvania (formerly in the Department of Welfare)

(created in 1929, P. L. 177)

(created in 1929, P. L. 177)
(created in 1923, P. L. 710)

1943

Insurance Department

Department of Banking

1. Pennsylvania Securities Commission
2. Banking Board a/
3. Building and Loan Board a/

Department of Agriculture

1. State Farm Products Show Commission

2. State Soil Conservation Board

Department of Property and Supplies

1. Board of Commissioners of Public Grounds and Buildings
2. State Art Commission
3. Capitol Park Extension Commission a/

1929

Insurance Department

Department of Banking

1. Pennsylvania Securities Commission
(created in 1935, P. L. 525)
(created in 1937, P. L. 237)
2. Board to License Private Bankers

Department of Agriculture

1. State Farm Products Show Commission

(created in 1937, P. L. 2724)

Department of Property and Supplies

1. Board of Commissioners of Public Grounds and Buildings
2. State Art Commission
(created in 1943, P. L. 818)
3. Advisory Monument Commission b/
(General Galusha Pennypacker Monument Commission)

1923

Insurance Department

Department of Banking

(created in 1927, P. L. 273)

1. Board to License Private Bankers

Department of Agriculture

1. State Fair Commission
(created in 1929, P. L. 177, in lieu of State Fair Commission)

Department of Property and Supplies

1. Board of Commissioners of Public Grounds and Buildings
2. State Art Commission

3. Advisory Monument Commissions (5) b/
(Four Advisory Monument Commissions abolished in 1929, P. L. 177)

1943

Department of Forests and Waters

1. Water and Power Resources Board
2. Geographic Board
3. Park Commissions (4)
4. Navigation Commission for the Delaware River and Its Navigable Tributaries
5. State Forest Commission b/
6. Bushey Run Battlefield Commission b/

Department of Mines

1. Anthracite Mine Inspectors
2. Bituminous Mine Inspectors

Department of Highways

1. State Bridge and Tunnel Commission
2. Pennsylvania Parkway Commission a/

1929

Department of Forests and Waters

1. Water and Power Resources Board
2. Geographic Board
3. Park Commissions (4)
(placed in this department in 1927, P. L. 1960)
4. State Forest Commission b/
5. Bushey Run Battlefield Commission b/
6. Lake Erie and Ohio River Canal Board

Department of Mines

1. Anthracite Mine Inspectors
2. Bituminous Mine Inspectors

Department of Highways

(created in 1936, P. L. 735)
(created in 1941, P. L. 345)

1923

Department of Forests and Waters

1. Water and Power Resources Board
2. Geographic Board
3. Park Commissions (3)
(created in 1907, P.L. 496, but not included in Administrative Code until 1937)
4. State Forest and Park Commissions (3) b/
5. Lake Erie and Ohio River Canal Board
6. Park Commissions b/

Department of Mines

1. Anthracite Mine Inspectors
2. Bituminous Mine Inspectors
3. State Anthracite Mine Cave Commission

Department of Highways

1943

Department of Health

1. Sanitary Water Board
2. State Board of Undertakers
3. State Board of Housing
4. Advisory Health Board b/

Department of Labor and Industry

1. Workmen's Compensation Board
2. Workmen's Compensation Referees
3. State Workmen's Insurance Board
4. Unemployment Compensation Board of Review
5. Unemployment Compensation Referees
6. State Advisory Council a/
7. Pennsylvania Labor Relations Board
8. Industrial Board

Department of Welfare

1. State Council for the Blind
2. Boards of Trustees of State Institutions (35)
3. State Welfare Commission b/

(merged with Liquor Control Board in 1933, P. L. 13)

1929

Department of Health

1. Sanitary Water Board

(transferred from Department of Public Instruction)

(created in 1937, P. L. 955; 1705)

2. Advisory Health Board b/
3. Anatomical Board

Department of Labor and Industry

1. Workmen's Compensation Board
2. Workmen's Compensation Referees
3. State Workmen's Insurance Board

(created in 1936, P. L. 2897)

(created in 1936, P. L. 2897)

(created in 1942, Act No. 23)

(created in 1937, P. L. 1168)

4. Industrial Board b/

Department of Welfare

1. State Council for the Blind
2. Boards of Trustees of State Institutions (27)
3. State Welfare Commission b/
4. Pennsylvania Alcohol Permit Board

(transferred to Department of Military Affairs)

1923

Department of Health

1. Sanitary Water Board
2. Advisory Health Board b/
3. Anatomical Board

Department of Labor and Industry

1. Workmen's Compensation Board
2. Workmen's Compensation Referees
3. State Workmen's Insurance Board
4. Industrial Board b/

Department of Welfare

1. Boards of Trustees of State Institutions (27)
2. State Welfare Commission b/

(created in 1927, P. L. 207)

3. Pennsylvania Soldiers' and Sailors' Home

1943	1929	1923
Department of Revenue	Department of Revenue	(created in 1929, P. L. 177)
1. State Athletic Commission	(transferred from Department of Military Affairs)	
Department of Public Assistance	(created in 1937, P. L. 2051)	
1. State Board of Public Assistance	(created in 1937, P. L. 2051)	
2. County Boards of Assistance (67)	(created in 1937, P. L. 2051)	
Department of Commerce	(created in 1939, P. L. 111)	
1. Pennsylvania Aeronautics Commission	(transferred from Department of Revenue	
2. State Planning Board	(created in 1936, P. L. 81)	
Pennsylvania Game Commission	Board of Game Commissioners	Board of Game Commissioners
Board of Fish Commissioners	Board of Fish Commissioners	Board of Fish Commissioners
Public Utility Commission	Public Service Commission	Public Service Commission
Pennsylvania Liquor Control Board	(created in 1933, P. L. 13)	
Milk Control Commission	(created in 1933, P. L. 175)	
State Civil Service Commission	(created in 1941, P. L. 752)	
Pennsylvania Board of Parole	(created in 1941, P. L. 861)	

1943	1929	1923
Post War Planning Commission a/	(created in 1943, P. L. 90)	
Pennsylvania Commission on Interstate Cooperation a/	(created in 1937, P. L. 109)	
The General State Authority a/	(created in 1935, P. L. 452)	
State Council of Defense a/	(created in 1941, P. L. 6)	
Atlantic States Marine Fisheries Commission a/	(created in 1943, P. L. 798)	
Pennsylvania Turnpike Commission	(created in 1937, P. L. 774)	
Delaware River Joint Commission (Camden Bridge)	Delaware River Joint Commission (Camden Bridge)	Delaware River Joint Commission (Camden Bridge)
Delaware River Joint Toll Bridge Commission (Easton Bridge)	Delaware River Joint Toll Bridge (Commission (Easton Bridge)	Delaware River Joint Toll Bridge Commission (Easton Bridge)

a/ Not a department, board, or commission under the Administrative Code
b/ Advisory boards or commissions

TABLE B

COMMONWEALTH OF PENNSYLVANIA
LIST OF STATUTORY ADMINISTRATIVE INSTITUTIONAL UNITS
AS OF JUNE 1, 1923; 1929; AND 1943

1943	1929	1923
Department of Public Instruction Specialized Educational Institutions Boards of Trustees of:	Department of Public Instruction Specialized Educational Institutions Boards of Trustees of:	Department of Public Instruction Specialized Educational Institutions Boards of Trustees of:
1. Thaddeus Stevens Industrial School	1. Thaddeus Stevens Industrial School	
2. Pennsylvania State Oral School for the Deaf	2. Pennsylvania State Oral School for the Deaf	1. Pennsylvania State Oral School for the Deaf
3. Pennsylvania Soldiers' Orphan School	3. Pennsylvania Soldiers' Orphan School	2. Pennsylvania Soldiers' Orphan School
	4. Home for Training of Speech of Deaf Children	3. Home for Training of Speech of Deaf Children
State Teachers Colleges, Normal Schools, and Teacher Training Schools Boards of Trustees of:	State Teachers Colleges, Normal Schools, and Teacher Training Schools Boards of Trustees of:	State Teachers Colleges, Normal Schools, and Teacher Training Schools Boards of Trustees of:
1. West Chester	1. West Chester	
2. Millersville	2. Millersville	
3. Kutztown	3. Kutztown	(Not included in 1923 Administrative Code)
4. East Stroudsburg	4. East Stroudsburg	
5. Mansfield	5. Mansfield	

1943	1929	1923
State Teachers Colleges, Normal Schools, and Teacher Training Schools Boards of Trustees of:	State Teachers Colleges, Normal Schools, and Teacher Training Schools Boards of Trustees of:	State Teachers Colleges, Normal Schools, and Teacher Training Schools Boards of Trustees of:
6. Bloomsburg	6. Bloomsburg	
7. Shippensburg	7. Shippensburg	
8. Lockhaven	8. Lockhaven	
9. Indiana	9. Indiana	
10.-California	10. California State Normal	(Not included in 1923 Administrative Code)
11.-Slippery Rock	11. Slippery Rock	
12.-Edinboro	12. Edinboro	
13.-Clarion	13. Clarion State Normal	
14.-Cheyney Training School	14. Cheyney Training School	

1943	1929	1923
Examining Boards State Board of:	Examining Boards State Board of:	Examining Boards State Board of:
1. Medical Education and Licensure	1. Medical Education and Licensure	1. Medical Education and Licensure
2. Pharmacy	2. Pharmacy	2. Pharmacy
3. Dental Council and Examining Board	3. Dental Council and Examining Board	3. Dental Council and Examining Board
4. Optometrical Examiners	4. Optometrical Examiners	4. Optometrical Examiners
5. Osteopathic Examiners	5. Osteopathic Examiners	5. Osteopathic Examiners
6. Osteopathic Surgeons' Examining Board	6. Osteopathic Surgeons' Examining Board	
7. Examiners for the Registration of Nurses	7. Examiners for the Registration of Nurses	6. Examiners for the Registration of Nurses
8. Veterinary Medical Examiners	8. Veterinary Medical Examiners	7. Veterinary Medical Examiners
9. Examination of Public Accountants	9. Examination of Public Accountants	8. Examination of Public Accountants
10. Examiners of Architects	10. Examiners of Architects	9. Examiners of Architects
11. Mine Inspectors' Examining Board for the Bituminous Mines	11. Mine Inspectors' Examining Board for the Bituminous Mines	10. Mine Inspectors' Examining Board for the Bituminous Mines
12. Anthracite Mine Inspectors' Examining Board	12. Anthracite Mine Inspectors' Examining Board	11. Anthracite Mine Inspectors' Examining Board
13. Professional Engineers	13. Professional Engineers	12. Professional Engineers
(Transferred to Department of Health)	14. Undertakers	13. Undertakers

1943	1929	1923
Department of Forests and Waters Park Commissions	**Department of Forests and Waters Park Commissions**	**Department of Forests and Waters Park Commissions**
1. Pennsylvania State Park and Harbor	1. Pennsylvania State Park and Harbor	1. Pennsylvania State Park and Harbor
2. Washington Crossing Park	2. Washington Crossing Park	2. Washington Crossing Park
3. Valley Forge Park	3. Valley Forge Park	3. Valley Forge Park
4. Fort Washington Park	4. Fort Washington Park	(b) 4. Fort Washington Park
		(b) 5. State Forest Commission
		(b) 6. Wyoming Valley Memorial Park Commission
Department of Welfare Penal and Correctional Institutions Board of Trustees of	**Department of Welfare Penal and Correctional Institutions Board of Trustees of**	**Department of Welfare Penal and Correctional Institutions Board of Trustees of**
1. Eastern State Penitentiary	1. Eastern State Penitentiary	1. Eastern State Penitentiary
2. Western State Penitentiary	2. Western State Penitentiary	2. Western State Penitentiary
3. Pennsylvania Industrial School	3. Pennsylvania Industrial School	3. Pennsylvania Industrial School
4. State Industrial Home for Women	4. State Industrial Home for Women	4. State Industrial Home for Women
5. Pennsylvania Training School	5. Pennsylvania Training School	5. Pennsylvania Training School

1943	1929	1923
Mental Hospitals Board of Trustees of	Mental Hospitals Board of Trustees of	Mental Hospitals Board of Trustees of
1. Allentown State Hospital	1. Allentown State Hospital	1. Allentown State Hospital
2. Danville State Hospital	2. Danville State Hospital	2. Danville State Hospital
3. Farview State Hospital	3. Farview State Hospital	3. Farview State Hospital
4. Harrisburg State Hospital	4. Harrisburg State Hospital	4. Harrisburg State Hospital
5. Norristown State Hospital	5. Norristown State Hospital	5. Norristown State Hospital
6. Torrance State Hospital	6. Torrance State Hospital	6. Torrance State Hospital
7. Warren State Hospital	7. Warren State Hospital	7. Warren State Hospital
8. Wernersville State Hospital	8. Wernersville State Hospital	8. Wernersville State Hospital
9. Embreeville State Hospital	(County Mental Hospital taken over by the State in 1941)	
10. Hollidaysburg State Hospital	(County Mental Hospital taken over by the State in 1941)	
11. Mayview State Hospital	(County Mental Hospital taken over by the State in 1941)	
12. Philadelphia State Hospital		
13. Somerset State Hospital	(County Mental Hospital taken over by the State in 1941)	
14. Woodville State Hospital	(County Mental Hospital taken over by the State in 1941)	

1943	1929	1923
Mental Hospitals Board of Trustees of	Mental Hospitals Board of Trustees of	Mental Hospitals Board of Trustees of
15. Clarks Summit State Hospital	(County Mental Hospital taken over by the State in 1941)	
16. Retreat State Hospital	(County Mental Hospital taken over by the State in 1941)	

1943	1929	1923
Medical and Surgical Hospitals Boards of Trustees of:	Medical and Surgical Hospitals Boards of Trustees of:	Medical and Surgical Hospitals Boards of Trustees of:
1. Ashland State Hospital	1. Ashland State Hospital	1. Ashland State Hospital
2. Blossburg State Hospital	2. Blossburg State Hospital	2. Blossburg State Hospital
3. Coaldale State Hospital	3. Coaldale State Hospital	3. Coaldale State Hospital
4. Connellsville State Hospital	4. Connellsville State Hospital	4. Connellsville State Hospital
5. Hazleton State Hospital	5. Hazleton State Hospital	5. Hazleton State Hospital
6. Locust Mountain State Hospital	6. Locust Mountain State Hospital	6. Locust Mountain State Hospital
7. Nanticoke State Hospital	7. Nanticoke State Hospital	7. Nanticoke State Hospital
8. Philipsburg State Hospital	8. Philipsburg State Hospital	8. Philipsburg State Hospital
9. Scranton State Hospital	9. Scranton State Hospital	9. Scranton State Hospital
10. Shamokin State Hospital	10. Shamokin State Hospital	10. Shamokin State Hospital
Institutions for the Feeble-minded and Epileptics Boards of Trustees of:	Institutions for the Feeble-minded and Epileptics Boards of Trustees of:	Institutions for the Feeble-minded and Epileptics Boards of Trustees of:
1. Laurelton State Village	1. Laurelton State Village	1. Laurelton State Village
2. Pennhurst State School	2. Pennhurst State School	2. Pennhurst State School
3. Polk State School	3. Polk State School	3. Polk State School

1943	1929	1923
Institutions for the Feeble-minded and Epileptics Boards of Trustees of:	Institutions for the Feeble-minded and Epileptics Boards of Trustees of:	Institutions for the Feeble-minded and Epileptics Boards of Trustees of:
4. Selinsgrove State Colony for Epileptics	4. Selinsgrove State Colony for Epileptics	
		4. New Cumberland Industrial Farm
Department of Property and Supplies	Department of Property and Supplies	Department of Property and Supplies
		(b) 1. Gettysburg Battlefield Memorial Commission
		(b) 2. General George Gordon Meade Statue Commission
		(b) 3. Robert Morris Monument Commission
		(b) 4. General Galusha Pennypacker Monument Commission
		(b) 5. Camp Curtain Monument Commission

(b) - Advisory

TABLE C

AGENCIES HAVING LESS THAN 400 EMPLOYES AS OF JUNE 1, 1944 CLASSIFIED ACCORDING TO SIZE

Agency	Agencies Under the Governor				Administrative Departments under Elective Officers	Temporary Commissions	Total
	Governor's Office	Administrative Departments	Administrative Boards	Administrative Commissions			
300 to 399							
Treasury					377		377
Auditor General					344		344
200 to 299							
Agriculture		285					285
Public Utilities Commission				276			276
Forests and Waters		230					230
100 to 199							
Game Commission				174			174
Banking		168					168
Board of Parole			145				145
Fish Commission				112			112
50 to 99							
Internal Affairs					97		97
Military Affairs		95					95
Insurance		91					91
Civil Service Commission				80			80
Justice		78					78
Milk Control Board			68				68
State		68					68

TABLE C

AGENCIES HAVING LESS THAN 400 EMPLOYES AS OF JUNE 1, 1944 CLASSIFIED ACCORDING TO SIZE

Agency	Agencies Under the Governor				Administrative Departments under Elective Officers	Temporary Commissions	Total
	Governor's Office	Administrative Departments	Administrative Boards	Administrative Commissions			
Mines		67					67
Council of Defense						55	55
Governor's Office	52						52
Under 49							
Commerce		48					48
Post War Planning						6	6
Totals	52	1130	213	642	818	61	2916
Number of Agencies	1	9	2	4	3	2	21

TABLE D

EXECUTIVE DEPARTMENT

PROPOSED REORGANIZATION

COMPARED WITH

PRESENT ORGANIZATION

Proposed	Present
1. Governor's Office	(1. Governor's Office a/ (2. Department of Military Affairs ((State Planning Board) ((Post War Planning Commission)
2. Lieutenant Governor's Office *	3. Lieutenant Governor's Office *
3. Department of the Auditor General *	4. Department of the Auditor General * b/
4. Treasury Department *	5. Treasury Department * b/
5. Department of Internal Affairs *	6. Department of Internal Affairs *
6. Department of Finance	c/
7. Department of State	(7. Department of State d/ (8. Insurance Department (9. Department of Banking (10. Department of Commerce e/ ((State Athletic Commission) ((Board of Censors) ((Licensing of Realtors)
8. Department of Justice	(11. Department of Justice (12. Pennsylvania State Police ((Enforcement of Liquor Laws ((Enforcement of Professional (Licensure Laws)
9. Department of Public Instruction	13. Department of Public Instruction f/
10. Department of Agriculture	14. Department of Agriculture

TABLE 6

[illegible]

PROPOSED REORGANIZATIO[illegible]

[illegible]

[illegible]

Proposed	Present
1. Governor's Office	1. Governor's Office 1/ 2. Department of Military Affairs (State Emergency Board) (Pol[illegible] Commission)
2. Lieutenant Governor's Office	3. Lieutenant Governor's Office 2/
3. Department of the Auditor General	4. Department of the Auditor General 3/
4. Treasury Department	5. Treasury Department 4/
5. Department of Internal Affairs	6. Department of Internal Affairs
6. Department of Finance	6/
7. Department of State	7. Department of State 1/ 8. Insurance Department 9. Department of Banking 10. Department of Commerce 2/ (State Athletic Commission) (Board of Commerce) (Licensing of Realtors)
8. Department of Justice	11. Department of Justice 12. Pennsylvania State Police (Enforcement of Liquor Laws) (Enforcement of Prohibition) (Pressure Laws)
9. Department of Public Instruction	13. Department of Public Instruction 3/
10. Department of Agriculture	14. Department of Agriculture

Proposed	Present
11. Department of Conservation	(15. Department of Forests and Waters (16. Pennsylvania Game Commission (17. Board of Fish Commissioners ((Maintenance and Operation of (Historical Sites)
12. Department of Highways and Public Works	(18. Department of Highways (19. Department of Property and Supplies g/
13. Department of Health and Welfare	(20. Department of Health (21. Department of Welfare (22. Department of Public Assistance (23. Parole Board
14. Department of Labor and Industry	(24. Department of Labor and Industry (25. Department of Mines
15. Department of Liquor Control	26. Liquor Control Board h/
16. Department of Revenue	27. Department of Revenue
17. Executive Board	28. Executive Board
18. Public Utility Commission	29. Public Utility Commission
19. Milk Control Commission	30. Milk Control Commission
20. Civil Service Commission	31. Civil Service Commission
21. Board of Tax Appeals	None

* Agencies headed by elective officials.

a/ Except Budget Bureau and Personnel Bureau which are to be transferred to Department of Finance.

b/ Powers to be redefined.

c/ To include budgetary control, personnel control and procurement control transferred from Governor's Office, Civil Service Commission, and Department of Property and Supplies, as well as the State Employes' Retirement Board.

d/ Except State Employes' Retirement Board which is to be transferred to the Department of Finance.

e/ Except Planning Board which is to be transferred to Governor's Office.

f/ Except Pennsylvania State Board of Censors to be transferred to the Department of State; the operation of Historical Sites to be transferred to the Department of Conservation; the enforcement of professional licensing laws to be transferred to the Department of Justice; and licensing of realtors to be transferred to the Department of State.

g/ Except procurement functions.

h/ Except enforcement of liquor laws.

Proposed	Present
11. Department of Conservation	15. Department of Forests and Waters 16. Public Health Commission 17. Board of Fish Commissioners Administrative and Operation of Historical Sites
12. Department of Highways and Public Works	18. Department of Highways 19. Department of Forests and Waters
13. Department of Welfare and Welfare	20. Department of Welfare 21. Department of Welfare 22. Department of Public Welfare 23. Civil Service
14. Department of Labor and Industry	24. Department of Labor and Industry 25. Department of Mines
15. Department of Liquor Control	26. Liquor Control Board a/
16. Department of Revenue	27. Department of Revenue
17. Executive Board	28. Executive Board
18. Public Utility Commission	29. Public Utility Commission
19. Milk Control Commission	30. Milk Control Commission
20. Civil Service Commission	31. Civil Service Commission
21. Board of Tax Appeals	None

* Agencies headed by elective officials.

a/ Except Budget Bureau and Personnel Bureau which is to be transferred to Department of Finance.

b/ Powers to be redefined.

c/ To include budgetary control, personnel control and [illegible] transferred from Governor's Office, Civil Service Commission, and Department of Property and Supplies, as well as the State Employees' Retirement Board.

d/ Except State Employees' Retirement Board which is to be transferred to the Department of Finance.

e/ Except Planning Board which is to be transferred to Governor's Office.

f/ Except Pennsylvania State Board of Senators to be transferred to the Department of State; the operation of Historical Sites to be transferred to the Department of Conservation; the enforcement of professional licensing laws to be transferred to the Department of Justice; and licensing of realtors to be transferred to the Department of State.

g/ Except procurement functions.

h/ Except enforcement of liquor laws.

TABLE E

The Proposed Organization Chart

will be submitted at a later date.